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**EMERGENCY**

**LODGING**

**MANUAL**

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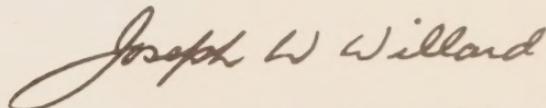
## FOREWORD

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This manual has been produced by the Emergency Welfare Services Division Department of National Health and Welfare to provide information on the basic plans, policies and procedures involved in organizing the Emergency Lodging Service. It is intended for use as a guide in planning, organizing and staff training, and for the operation of the Service in an emergency.

As this Service would be provided at the community level, the publication is designed primarily for the use of Chiefs and Supervisors of Emergency Lodging in reception communities.

It is hoped that it will prove useful to those responsible for the development of this important Service in communities across Canada.



*Deputy Minister, National Welfare.*



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## INTRODUCTION

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Should nuclear war become a reality, Canadian communities which escaped the effects of an attack would face an immediate welfare problem of immense proportions — providing a roof, food and warmth for survivors.

The problem would be vast, quite beyond the capacity of peacetime welfare agencies. Government — local, provincial and federal — would have to undertake the task of meeting the needs of survivors. To do this, they must have developed an Emergency Welfare Services organization.

This manual deals with one of the five Emergency Welfare Services — Emergency Lodging. Its role would be to provide emergency accommodation to people made homeless by war.

Because we cannot predict when, where or for how many persons emergency accommodation could be required, an Emergency Lodging Service should be developed in every community in Canada.

A community that develops an Emergency Welfare Services organization ensures its ability to meet the welfare needs of people in either a war emergency or a natural disaster.



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### EMERGENCY WELFARE SERVICES ORGANIZATION

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#### Functions of the Five Emergency Welfare Services

In a national emergency five Emergency Welfare Services (EWS) would be needed to meet the basic needs of people:

(1) *Emergency Clothing Service*

Clothing would be supplied in three stages to persons requiring it. Initially, emergency covering (a blanket or coat) might be required to provide adequate protection from the elements. As soon as possible people would be clothed in a manner which would permit them to work and care for themselves. When sufficient clothing stocks were available, there would be a return to the normal system of choice of type and size.

(2) *Emergency Lodging Service*

Temporary emergency lodging would be provided for homeless people who had not made their own emergency lodging plans or who, if they had made plans, were unable to carry them out in the initial emergency period. They would be lodged in private dwellings, in commercial facilities, and in other buildings used as congregate lodgings.

(3) *Registration and Inquiry Service*

Members of separated families would be reunited as quickly as possible and inquiries concerning the safety and whereabouts of missing persons would be answered.

(4) *Emergency Feeding Service*

Evacuees and groups of people who had no food and/or no facilities to prepare their own meals would be fed.

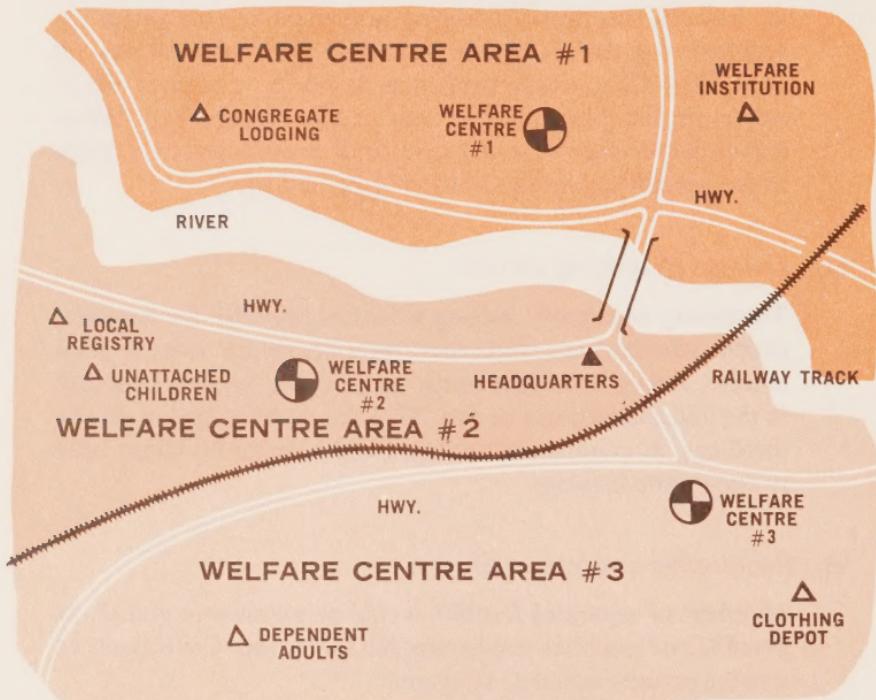
(5) *Personal Services*

Evacuees would be met at reception points. Unattached children and dependent adults separated from their families, would receive care. The special needs of persons in relocated welfare institutions would be met. Individual counselling would be given and material assistance in cash or in kind would be made available to those in need.

## Welfare Centres

A welfare centre is the basic EWS operational unit in a reception community. Each centre serves a given welfare centre area. Evacuees arriving in reception communities would be directed to the centres where they would be given the emergency services they require.

A sketch of a reception community, divided into welfare centre areas and with welfare centres and other EWS installations indicated, is shown below.



## Mobile EWS Teams

In addition to providing EWS at welfare centres, it would be necessary to take services to people by means of mobile EWS teams — either individual service teams or complete welfare centre teams.

Every welfare centre should be prepared to provide mobile teams. These teams would provide initial emergency welfare services to people brought out of the damaged areas or fallout areas, taking care of their most urgent needs before they go to the nearest welfare centres. Complete welfare centre teams would set up and operate welfare centres where required and where conditions permit. Other teams might assist centres with a heavy workload.

## **General EWS Planning Assumptions**

EWS planning must be based on certain assumptions about a disaster and the needs of people. These assumptions are:

- (1) That the emergency would occur under bad weather conditions.
- (2) That there would be some warning of possible attack on the country (it might be hours or minutes).
- (3) That there would be traffic control along evacuation routes.
- (4) That large numbers of people would need accommodation, food and clothing.
- (5) That evacuees suffering from shock would need individual attention.
- (6) That in a given group of 1,000 evacuees there would be 560 heads of families and single householders (440 dependents).<sup>1</sup>
- (7) That supporting municipal emergency services would be available.
- (8) That emergency orders and regulations would provide for price control and for the control and rationing of supplies.
- (9) That a monetary system and a banking system, would continue to function in undamaged areas.

## **Government Responsibility for EWS**

The survival of the population in a nuclear war would be the responsibility of the three levels of government in Canada. Therefore, the peacetime development of EWS must also be a federal, provincial and municipal government responsibility.

### **FEDERAL GOVERNMENT**

The EWS Division, Department of National Health and Welfare, is assigned emergency responsibilities both in peacetime and in wartime, as specified in Order in Council P.C. 1965-1041.

#### *Planning and Organizing Responsibilities*

The federal planning and organizing responsibilities are:

- (1) Developing and recommending basic EWS policies, plans and procedures which can be applied throughout Canada.
- (2) Providing EWS specialist courses for key EWS personnel at the Canadian Emergency Measures College.
- (3) Assisting provinces in planning and organizing their EWS programs, which includes assistance with training and inter-provincial planning.
- (4) Developing and producing operational supplies and equipment such as mobile feeding units, mobile clothing units and operational forms.

<sup>1</sup>Dominion Bureau of Statistics (DBS) figures.

- (5) Producing public educational material, such as pamphlets and displays.
- (6) Producing training material, such as precis, manuals, filmstrips and films.
- (7) Co-ordinating EWS federal plans with those of other government departments and agencies, and with voluntary agencies.
- (8) Co-ordinating EWS policies and procedures with those of the U.S.A.
- (9) Planning for the continuity of the Welfare Branch of the Department, and assisting provincial welfare departments with the planning for the continuity of their essential welfare programs.

#### *Operational Responsibilities*

The federal operational responsibilities are:

- (1) To give advice, on request, to any province regarding the operation of EWS.
- (2) To obtain assistance from one province on behalf of another, when requested.
- (3) To continue the essential functions of the Welfare Branch of the Department.

## **PROVINCIAL GOVERNMENT**

In wartime, provincial welfare departments would be responsible for the continuing operation of the essential welfare programs within the department. However existing welfare programs would not be able to handle the scope and extent of the mass welfare problems of a national disaster. Hence the provincial welfare departments have the responsibility and authority to plan and organize EWS in peace-time, and to operate them in wartime.

#### *Provincial EWS Director*

In the field of planning and organizing, the provincial EWS Director, assisted by his Planning Committee, has these responsibilities:

- (1) Organizing EWS at provincial and zone levels. They may do this either by using existing resources and/or by creating new services.
- (2) Selecting a provincial Chief for each of the five EWS and zone EWS Directors (using government employees where possible), establishing lines of succession at least two deep and ensuring that all these persons receive adequate training.
- (3) Assisting municipalities in organizing EWS, in conjunction with the zone EWS Director.
- (4) Developing and implementing a co-ordinated EWS training program throughout the province.
- (5) Co-ordinating EWS plans with those of other related govern-

ment departments (health, municipal affairs) and agencies, and with voluntary agencies.

- (6) Preparing the provincial EWS plan.
- (7) Planning for the continuity of the provincial welfare department.

The operations functions of the provincial EWS Director would be:

- (1) To operate EWS.
- (2) To advise on the formulation of EWS policy.
- (3) To interpret emergency orders, regulations and directives to zone EWS Directors.
- (4) To keep federal EWS informed regarding the provincial EWS situation.
- (5) To continue essential welfare programs.
- (6) To advise the heads of the provincial component in REGHQ regarding any necessary movement of evacuees between zones.

#### *Provincial Chief of Emergency Lodging*

Under the direction of the provincial EWS Director, the provincial Chief of Emergency Lodging (EL), assisted by his Planning Committee, has several planning and organizing responsibilities.

- (1) Selecting zone Chiefs for the Service, ensuring that they receive adequate training and establishing lines of succession at least two deep.
- (2) Participating in the overall planning regarding the initial allocation of evacuees to reception communities.
- (3) Stimulating, advising and assisting the zone EL Chiefs in planning and organizing the Service within their zones.
- (4) Developing and maintaining a provincial EL plan.
- (5) Co-ordinating plans and procedures with other EWS and emergency services, and with other departments and agencies from which the Service will require, and to which it will provide, operational support.
- (6) Preparing and conducting provincial EL training courses and training exercises and assisting with others as required.
- (7) Developing procedures for conducting EL surveys and assisting with these surveys as required.
- (8) Maintaining records of the state of organization of EL within the province.
- (9) Assisting with the EWS public information program.
- (10) Collecting resources data for operations use.
- (11) Ensuring that all essential EL reference and resources data for operations are at the emergency government site.

Under the EWS Director, the operations functions of the provincial EL Chief would be:

- (1) To control the overall operation of EL from the emergency government site.
- (2) To continually analyze the EL situation, including the consideration of problems in relation to resources (supplies, equipment and personnel).
- (3) To carry out instructions received from the EWS Director which affect the Service.
- (4) To advise the EWS Director on the current provincial EL situation.
- (5) To make policy decisions regarding EL in the province.
- (6) To advise on the distribution or redistribution of evacuees from the target area or in remedial evacuation as required.
- (7) To provide technical advice to other levels as requested.

## **ZONE**

Where zones have been created in a province, the zone EWS Director is the link between provincial and local governments in emergency welfare matters.

### *Zone EWS Director*

The zone EWS Director, who would be an employee of the provincial department of welfare, assisted by his Planning Committee, has these peacetime responsibilities:

- (1) Assisting in the selection of zone EWS Chiefs, ensuring they receive adequate training and establishing lines of succession.
- (2) Assisting municipal governments in planning and organizing their EWS.
- (3) Co-ordinating the EWS plans of likely target areas and reception communities in the zone, including the designating of Welfare Officers to serve at Sector Headquarter(s).
- (4) Co-ordinating the resources of government welfare departments and agencies with voluntary agencies in the zone.
- (5) Preparing the written zone EWS plan.
- (6) Co-ordinating zone EWS operational plans with those of other emergency services, and with the provincial EWS plan.
- (7) Assisting with municipal training programs and exercises.

The operations functions of the zone EWS Director would be:

- (1) To direct and co-ordinate EWS operations of municipalities in the zone.
- (2) To implement instructions received from the provincial EWS Director.
- (3) To interpret legislation to municipal EWS Directors.
- (4) To direct mobile EWS teams engaged in supporting re-entry operations.
- (5) To preserve continuity of essential government welfare services within the zone.

- (6) To advise upon the distribution of evacuees from damaged areas and heavy fallout areas.
- (7) To keep the provincial EWS Director and zone emergency government headquarters informed of the EWS situation within the zone.

#### *Zone EL Chief*

Under direction of the zone EWS Director, the zone EL Chief, assisted by his Planning Committee, has these planning and organizing responsibilities:

- (1) Developing and maintaining a detailed zone EL plan which co-ordinates the municipal EL plans.
- (2) Stimulating, advising and assisting the municipal EL Chiefs in planning and organizing the EL Service.
- (3) Initiating and assisting with training courses and exercises as required.
- (4) Providing advice and assistance to municipalities in the conducting of EL surveys.
- (5) Co-ordinating plans and procedures with other EWS and emergency services, departments and agencies from which the Service will require, and to which it will provide support.
- (6) Maintaining records of the state of organization of the Service in municipalities within the zone.
- (7) Ensuring that essential EL reference material and records of resources for operations are at the zone emergency government site.

Under the EWS Director, the operations functions of the zone EL Chief would be:

- (1) To control the overall operation of EL within the zone.
- (2) To direct municipalities in accordance with instructions received from the zone EWS Director and the provincial EL Chief.
- (3) To provide technical advice to municipal EL Chiefs as required.
- (4) To advise on the best use of EL supplies, equipment and personnel within the zone.
- (5) To advise on the distribution or redistribution of evacuees within the zone.
- (6) To assist unorganized communities or areas in the zone.
- (7) To advise the zone EWS Director on the current situation including problems which arise.

#### **MUNICIPAL GOVERNMENT**

Local communities would be responsible for providing emergency welfare services directly to disaster victims arriving in their area, and to local inhabitants in need.

### *Municipal EWS Director*

The EWS Director, assisted by his Planning Committee, has these responsibilities:

- (1) Developing an EWS plan for the municipality.
- (2) Establishing welfare centre area boundaries in co-operation with the municipal co-ordinator and heads of other municipal emergency services (MES).
- (3) Selecting welfare centres in consultation with the co-ordinator and heads of other MES.
- (4) Selecting Chiefs of the five EWS, establishing lines of succession and ensuring that they receive adequate training.
- (5) Integrating public and private welfare resources within EWS.
- (6) Developing and implementing an EWS training program.
- (7) Co-ordinating EWS plans with those of other MES in the community.
- (8) Co-ordinating the municipal EWS plan with the zone EWS plan.

In operations, the responsibilities of the EWS Director would be:

- (1) To direct and operate EWS in the municipality.
- (2) To interpret legislation.
- (3) To arrange for supporting MES as required.
- (4) To request technical advice and staff (supervisors) from zone EWS as and if required.
- (5) To keep the zone EWS Director and municipal emergency government headquarters informed regarding the EWS situation in the municipality.

### *Welfare Centre Manager*

Each welfare centre is administered by a manager who is directly responsible to the EWS Director. Where large numbers of evacuees are to be provided with EWS, the manager would require the assistance of an administrator.

The manager has the following planning and organizing responsibilities:

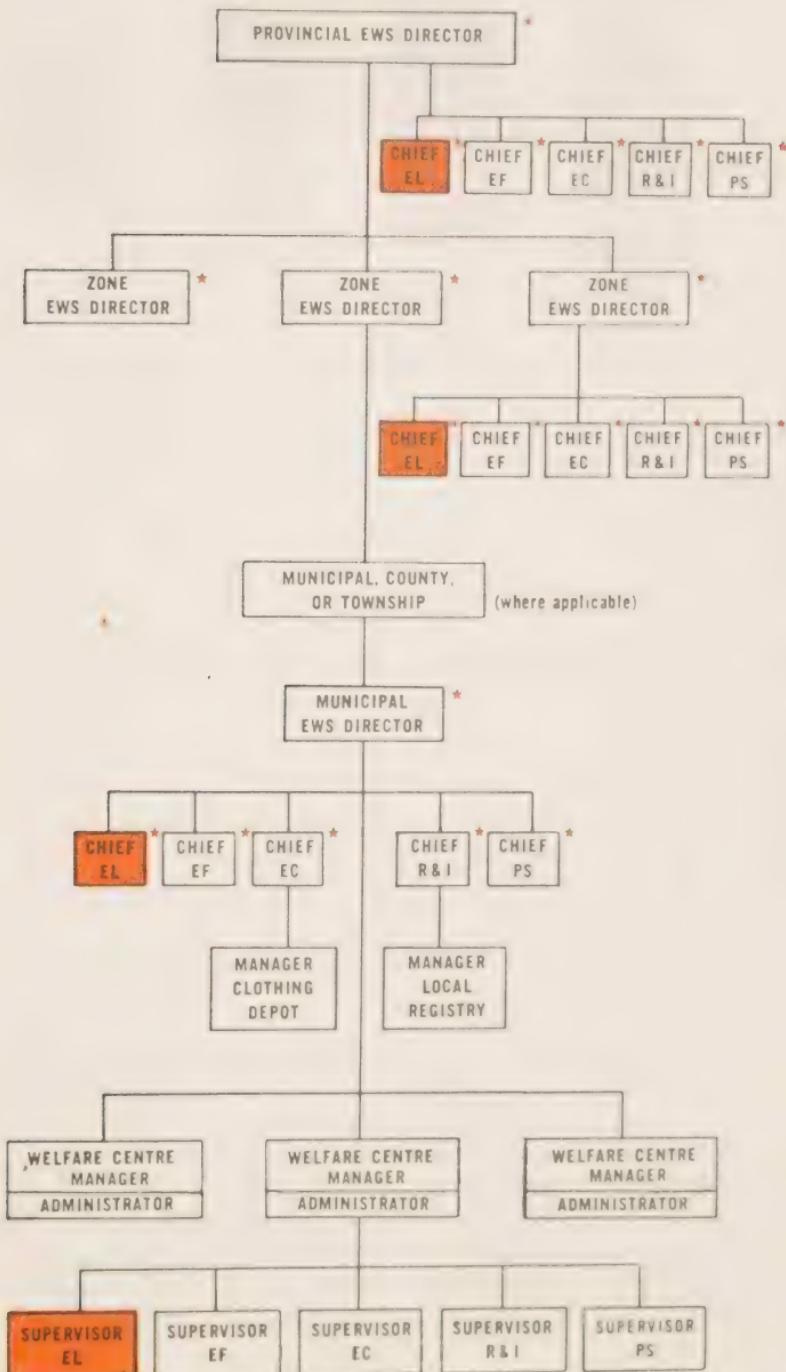
- (1) Preparing the plan for his welfare centre and welfare centre area.
- (2) Establishing and maintaining liaison with other MES in his welfare centre area, through the EWS Director.
- (3) Conducting welfare centre exercises.

In operations, the welfare centre manager would be responsible for setting up and operating the welfare centre and directing the EWS operation in the welfare centre area. The manager, upon instructions, would staff, equip and dispatch mobile EWS teams.

Responsibilities of the municipal EL Chief and Supervisors are dealt with in Chapter IV.

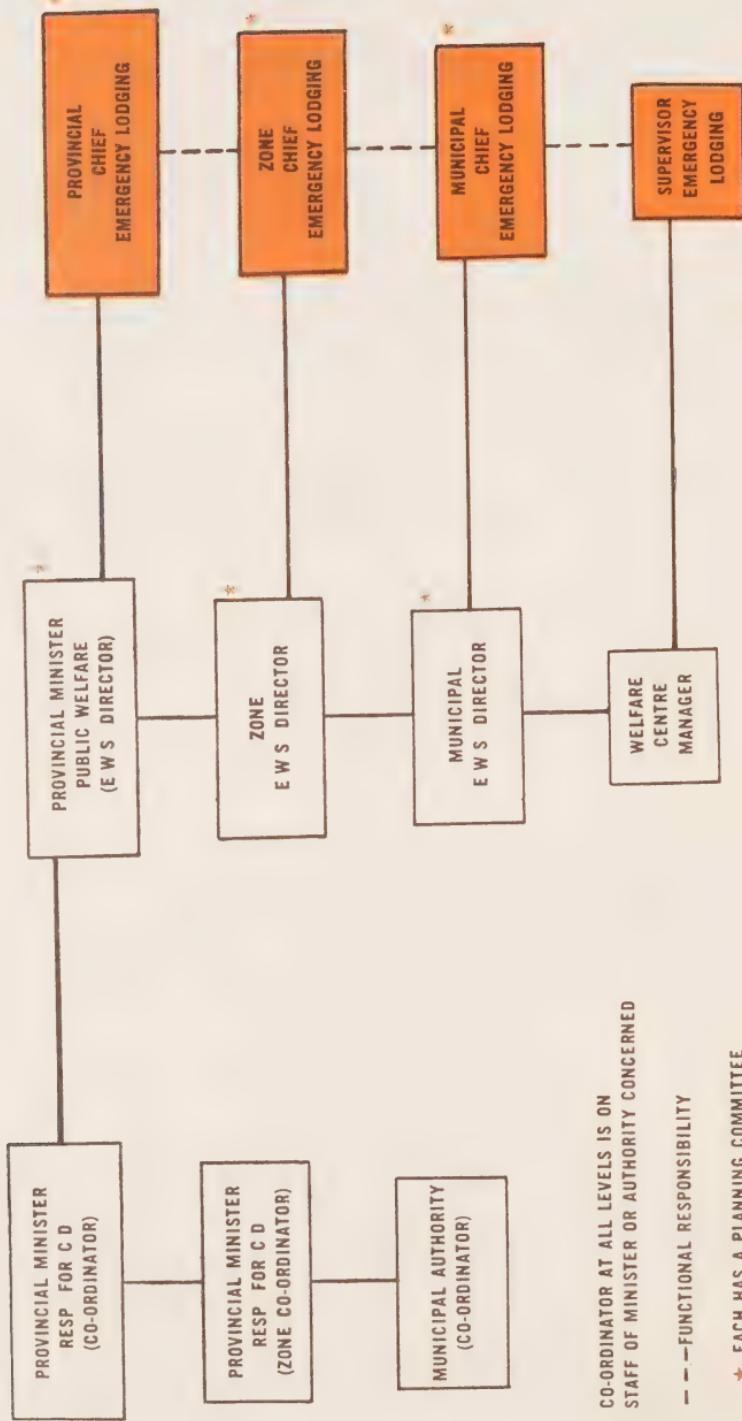
## EMERGENCY WELFARE SERVICES ORGANIZATION

The following chart shows the key EWS positions at the Provincial, Zone and Municipal levels.



★ EACH HAS A PLANNING COMMITTEE

The following chart shows the suggested organizational structure  
for the operation of EL and the lines of authority.



### THE EMERGENCY LODGING SERVICE

#### Functions

The functions of EL in reception communities are:

- (1) To establish and maintain an index of the lodging resources.
- (2) To recruit and train personnel to use these resources.
- (3) To provide emergency accommodation for persons in need in a disaster.

#### Services Provided

Accommodation would be provided for evacuees, during a disaster, in the following manner:

- (1) In dwellings, for persons able to look after themselves (e.g. family groups).
- (2) In dwellings, for persons who, although unable to look after themselves, are accompanied by a person able to help them.
- (3) In existing reception area welfare institutions as far as possible, for children and adults from similar institutions evacuated from a target area.
- (4) In special congregate facilities, for children and dependent adults separated from their families.
- (5) In congregate facilities, for other persons who could not be lodged in dwellings.

#### Assignment Factors

The sharing by householders of their dwellings would be vital to the operation of the EL program. Experience in the Second World War and natural disasters has shown that difficulties will arise when persons must live together, for an appreciable length of time, under crowded and unfamiliar circumstances. Therefore, the probability of difficulties arising in dwellings between some householders and evacuees should be anticipated and plans to reduce them should be made.

There are six assignment factors which, experience has shown, can have a bearing on the lodging program: the size of the family, occupation, language, religion, health, and origin. The significance of each is explained below. Information regarding these factors can be collected in advance from householders in reception communities. In an emergency, this information could be related to that which would be obtained from the evacuees. The use of some or all of the assignment factors, would help to avoid inherent difficulties in dwellings and would enable a more satisfactory placement of evacuees.

The provincial EWS Director and EL Chief, knowing the significance of the factors in relation to the total program, should help communities decide which factors should be included in the local program. Provision should be made to gather the information about householders during the lodging survey.

The following explanation is given for each of the assignment factors:

- (1) *Size of the Family.* The size of the family would indicate the amount of space that would be required.
- (2) *Occupation.* Social and economic position is indicated by the occupation of the head of the family. Disaster experience has shown that one of the major factors contributing to difficulties between strangers sharing accommodation is a wide difference in their social-economic position. When problems could be caused by lodging together persons of widely different occupational backgrounds, occupation becomes a factor to be considered. It is not intended to try to lodge evacuees with householders having the same occupation.
- (3) *Language.* When it is necessary for two families to live together a plan must be worked out for sharing cooking, sanitary and other facilities. Problems, which could arise in the process, would be greatly magnified if the householder and evacuees were unable to communicate. It is not intended to try to place evacuees with householders of the same language. However, when the evacuees and the householder would be unable to communicate, language becomes a factor to be considered.
- (4) *Religion.* Certain religions require strict observance of dietary laws. Problems could arise, in some circumstances, if the householders' and evacuees' religions did not require similar observances. It is not intended to try to place evacuees with householders of the same religion. However, when problems could arise as a result of differences in religion, this becomes a factor to be considered.
- (5) *Health.* When a chronic illness in a household restricts the use which could be made of that dwelling in an emergency, health would be a factor. It would also be a factor when selecting accommodation for the infirm, handicapped and sick evacuees.
- (6) *Origin.* Differences in origin should be of little significance in an emergency. However, if for any reason a community decides that it would be preferable to lodge evacuees with persons of the same origin, then during assignment origin must be considered as a factor.

## **EL Assumptions**

The following EL assumptions supplement the general EWS planning assumptions in Chapter I:

- (1) Assignment of evacuees to emergency accommodation in a reception community would take place from welfare centres.
- (2) Operational supplies of lodging forms and sorting equipment would be available.

### DEVELOPING THE EL SERVICE

Since there is no existing organization in the community which can be quickly expanded to provide the service of EL, one must be created. However, this should not be done until:

- (1) An active municipal emergency measures organization is in being.
- (2) A municipal EWS Director has been appointed and trained.

A community which has taken these steps in emergency preparations is ready to develop an EL Service.

#### Development Stages

By following positive development stages, an operating capability can be reached quickly and maintained. The stages are:

- (1) *Appointing and Training an EL Chief.* The Service must be developed under the leadership of a trained Chief assisted by a lodging Planning Committee (Chapter IV).
- (2) *Preparing for an EL Survey.* The lodging survey (Chapter V) requires careful preparations. The results will have an important bearing not only on the development of the EL program but the entire EWS program. The survey is necessary before welfare centres and welfare centre area boundaries can be established. These must be defined before personnel and other needs for welfare centres can be determined.
- (3) *Appointing and Training EL Supervisors.* It is the Supervisors who will develop the EL organization in the welfare centre area. Their early selection and training is essential (Chapter IV).
- (4) *Determining Staff, Space, Supplies and Equipment Needs for Each Welfare Centre.* When welfare centres are established and welfare centre managers are appointed, each should be given the number of evacuees to plan for by the EWS Director. At this time it is necessary to establish overall community requirements for EL staff, space, supplies and equipment. This is done by the EL Chief in collaboration with EL Supervisors and welfare centre managers. The EL staff organization is dealt with in Chapter IV. Space, supplies and equipment that would be required are shown in the table in this Chapter.
- (5) *Allocating Space to Other EWS.* When it is known what space in buildings in the community would be available for EWS

use, the Director in consultation with the Chiefs should decide how it would be used. Congregate facilities (Appendix L) should be allocated for unattached children, dependent adults and likely target area welfare institutions planning to relocate in the community.

- (6) *Deciding What Assistance Will be Required From Other Services.* Joint planning on a continuing basis with other EWS and MES is necessary to ensure the co-ordinated development for operations in the community (Appendix H).
- (7) *Selecting and Training Other EL Key Staff.* When the EL program is sufficiently developed, other key staff required for operations should be selected and trained as soon as possible through a local course(s) (Chapter IV and Appendix F). The EWS Director, municipal co-ordinator and zone EL Chief should be involved in the training.
- (8) *Establishing Lines of Succession.* When other staff have been trained, lines of succession at least two deep should be established for the Chief and Supervisors. This will help to ensure continuity in developing the program and would be essential in operations.

### **The EL Plan**

The preparation of a plan goes hand-in-hand with the development of the organization. The plan should be commenced by the Chief and his Planning Committee as soon as the lodging survey has been completed and should describe the staff and resources which are being organized by EL. The EL plan, as approved by the EWS Director, should be an integral part of the EWS plan which in turn is part of the municipal civil emergency plan.

#### *Characteristics of the Plan*

The EL plan must be:

- (1) Written.
- (2) Clear.
- (3) Concise.
- (4) Flexible.
- (5) Kept up-to-date.

#### *Content of the Plan*

The plan should be a concise reference document consisting of the main body and annexes. The annexes will generally contain the data which is subject to more frequent revision. A suggested form for the plan is included in Appendix M.

## Exercises

After the plan has been drawn up and workers have been recruited and trained, the next logical step is that of testing the plan, procedures, and the workers' performance. One of the best ways to do this is to hold a series of exercises. It is advisable that the first be a paper exercise. This should be followed by live exercises, gradually increasing the scope until all five EWS and later the public are involved.

### BASIC EL SPACE, EQUIPMENT AND SUPPLIES REQUIRED FOR WELFARE CENTRES

Based on requirements for processing 1,120 heads of families and single individuals representing 2,000 evacuees (Planning Assumption page 9, based on DBS figures). The welfare centre (a school) is in an area with 450 dwellings.

For	Amount	Equipment and Supplies
Group completion of lodging assignment cards.	Two classrooms.	35 desks or tables and chairs in each classroom 1120 assignment cards 2 enlargements of the assignment card pencils or pens.
Assignment room.	One room or part of a room with working space for 3 assignment officers and 6 aides.	3 sorting needles 3 alignment blocks 1 hand punch 450 completed facility cards for dwellings 3 desks or tables 9 chairs file trays.
Lodging waiting area.	One room with a minimum capacity for 70 persons.	1 desk or table and chair chairs or seats if available.

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### THE EL STAFF ORGANIZATION

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The EL Chief, selected by the EWS Director, should be an employee of the government of the municipality concerned. The assessor, where there is one, is the logical choice. By clearly establishing government responsibility in this manner, the continuity of the program can be assured and its development and operation controlled.

#### **EL Chief**

The overall responsibilities of the Chief will include:

- (1) Directing the overall planning and organizing of EL in the community.
- (2) Selecting and training staff.
- (3) Making a survey of lodging resources and keeping the records up-to-date.
- (4) Co-ordinating EL with other MES.
- (5) Preparing an EL plan for the community.
- (6) Operating the EL Service in an emergency (Chapter VII).

The Chief should have:

- (1) Executive ability and initiative.
- (2) Experience in the assessment, lodging or housing field.
- (3) A thorough knowledge of the community.

He should attend a general Emergency Measures/EWS Orientation Course(s) and a provincial or federal EL Plans and Operations Course.

#### **The EL Planning Committee**

As soon as possible after his appointment, the Chief should form a small committee of knowledgeable residents to assist him in surveying lodging resources, selecting staff and preparing an EL plan. Members of the committee should be drawn from such related fields as hotel, motel or hostel management, real estate, and municipal building inspection.

#### **EL Supervisors**

The Chief should appoint an EL Supervisor for each welfare centre. An assistant Supervisor also may be required. The Supervisors will be functionally responsible to the Chief and administratively responsible to the welfare centre managers for developing the EL organization in the welfare centre areas.

The direct link between the Chief and Supervisors is necessary for technical advice and assistance. It should not affect the welfare centre manager's executive and administrative control of the work of his staff.

The responsibilities of the Supervisors will include:

- (1) Organizing the EL Service in the welfare centre area according to the overall lodging plan for the community.
- (2) Assisting in the selection and training of EL staff.
- (3) Determining the operating space, equipment and supplies which will be needed.
- (4) Keeping staff and resource records as required.
- (5) Supervising the operations of EL in the welfare centre area in an emergency (Chapter VII).

The Supervisors should have:

- (1) Organizing ability.
- (2) Leadership qualities.
- (3) Experience in a related lodging field.

They should attend a general Emergency Measures/EWS Orientation Course and a provincial or federal EL Plans and Operations Course.

### **Other Key Staff**

Other EL key staff, for the positions described below, should be recruited as soon as Supervisors have been appointed and trained. They should be taught the skills and techniques required for operations (Appendix F) and exercised. The operations duties of these key staff are described in Chapter VII.

- (1) *Assignment Officers.* Would be responsible for selecting emergency accommodation for evacuees. Therefore, they should be able to work under pressure and should have a thorough knowledge of the dwellings and other buildings in the welfare centre area.
- (2) *Assignment Aides.* Would assist the assignment officers. They should have the same qualifications and training and be capable of assuming the duties of assignment officers.

### **EL Workers**

Workers, as described below, would be required to perform a variety of operations duties for EL in an emergency. As far as is feasible, all workers should be recruited in advance and trained for their role. Such training should be through local courses (Appendix F) and exercises.

- (1) *Lodging Leaders.* Would give direction to the evacuees in completing lodging assignment cards. These workers should be capable of instructing groups and be able to work under pressure.
- (2) *Lodging Aides.* Would assist lodging leaders and should be capable of assuming the duties of lodging leaders.

- (3) *Congregate Facility Managers.* Will plan for the use of congregate facilities (Appendix L) and would operate them in an emergency (Chapter VII). The manager, if possible, should have had related lodging experience; for example, in the hotel field or as a camp director.
- (4) *Other Workers.* Would be needed in operations for clerical duties; for example, to return copies of assignment cards to the evacuees and to keep resource data and logs up-to-date.

### **Staff Records**

A record should be kept of EL staff showing the training they have received and the exercises they have participated in.

**EL MUNICIPAL STAFF BY POSITION, BASIS OF ESTABLISHMENT,  
WHEN TO APPOINT, EL COURSES REQUIRED.**

A guide for municipal Chiefs in developing their staff organization.

POSITION	BASIS OF ESTABLISHMENT	WHEN TO APPOINT	EL COURSES REQUIRED
Supervisors	1 for each welfare centre.	After welfare centres are selected.	Provincial or federal EL Plans and Operations Course.
Assistant supervisors	As indicated by size of welfare centre operation.	As decided locally.	Provincial or local EL Staff Course.
Assignment officers	1 for each 150 dwellings in the welfare centre area. <sup>1</sup>	After Supervisors have been trained.	Local EL Staff Course.
Aides (assignment officers)	2 for each assignment officer.	Same time as assignment officers.	Local EL Staff Course.
Lodging leaders	1 for each room or area to be used for completion of lodging assignment cards.	Same time as assignment officers.	Local EL Staff Course.
Aides (lodging leaders')	5 for each lodging leader. <sup>2</sup>	As decided locally.	As decided locally.
Congregate facility managers	1 for each congregate facility.	After Supervisors have been trained.	As decided locally.
Clerks and guides	As shown through exercises.	As decided locally.	As decided locally.

1. A minimum of 150 dwellings would permit the effective use of assignment factors.
2. When classrooms are used.

## Chapter V

### THE LODGING RESOURCES SURVEY

The lodging survey is the means of obtaining specific information about space, facilities and utilities in buildings in the community, and about the occupants of dwellings. It enables the EL Service to complete lodging facility cards—dwellings and commercial and congregate (Appendices B & D), thereby creating a capability for operating in an emergency.

The survey should not be undertaken until:

- (1) An EL Chief has been trained and a lodging Planning Committee formed. The survey is too important to be undertaken in the absence of knowledgeable leadership and direction.
- (2) The community has been given the number of evacuees for which to plan, by zone.

#### Community Lodging Resources

The following are the lodging resources in a community and the methods used to measure the space in them:

- (1) *Dwellings* (including private homes and apartments). These would be relied upon to meet the bulk of emergency lodging needs. The lodging space in dwellings is determined by the number of rooms, habitable the year round, excluding kitchens and bathrooms.
- (2) *Commercial Lodging Establishments* (including hotels, motels, YM and YWCAs, and hostels). The lodging space is determined by the number of habitable rooms that could be used.
- (3) *Congregate Facilities* (including church and lodge halls, schools, arenas, warehouses, auditoriums). These are buildings, not normally used for living purposes, which could be adapted as dormitory type accommodation in an emergency. They are divided into three types:
  - (a) Type A — with heating, cooking and sanitary facilities.
  - (b) Type B — with heating and sanitary facilities.
  - (c) Type C — with heating facilities only.

The lodging space in congregate facilities is measured in usable square feet of floor area divided by 40 square feet (allotted per evacuee). This accommodation formula can vary depending on circumstances.

- (4) *Sit-Up Space* (seats in theatres, churches, arenas and auditoriums). This would not be suitable for use as sleeping accommodation but would provide a weather-proof resting place for short periods.

Fallout protection space in basements of dwellings, commercial lodging establishments and congregate facilities is recorded if the basement has an earth level all around the outside of not less than 4½ feet.

### **Sources of Lodging Data**

Information about buildings and householders will have to be obtained through the combined use of the following sources:

- (1) *Assessment Records.* These will provide most of the detailed information about the buildings, particularly dwellings.
- (2) *Key Municipal Officers.* The technical knowledge of such municipal officers as the town clerk, assessor, building inspector and engineer will prove invaluable.
- (3) *Physical Survey.* A physical survey of commercial and congregate buildings will be necessary to obtain information not available from other sources; for example, the number of square feet of usable area and the usual staff of the building.
- (4) *Householders.* Information about some of the assignment factors (Chapter II), which a community has decided to record, may be obtained only by interviewing householders.
- (5) *Other Sources.* Building plans, real estate listings, insurance rating information and aerial maps should not be overlooked.

### **Planning the Survey**

The survey should be planned in conjunction with the municipal co-ordinator and EWS Director. Both are concerned with the methods and results. The assistance of the zone EL Chief should be sought in order to benefit from the survey experience of other municipalities.

Plans for the survey should take into account the following matters:

- (1) *Authority.* Approval of the municipal government should be obtained to carry out the survey.
- (2) *Public Information.* Advance and continuing public information should be arranged in order to prepare householders for the interviewer's call. The media to be used for this may range from press, radio and television, to talks to local Service Clubs, or a circular letter to all householders. The reason for the survey, the information being sought and the use to which it will be put, should be featured prominently.

The public information program can be used to publicize EWS throughout the community. It can also be the means for conditioning people as to what they might expect in a national emergency.

(3) *Recruiting Survey Staff.* As a planning guide it has been estimated that one reviewer should be able to extract data from 20 assessment records per hour. Staff should be hand-picked by the Chief and his Planning Committee. Practical experience in the use of lodging facility cards will be gained by the survey staff who then will form a pool from which subsequent EL staff appointments can be made.

(4) *Briefing the Staff.* Briefing sessions should be arranged to ensure that the staff are prepared for their job. A minimum of three hours will generally be needed. The following points should be covered:

- Purpose of the EL Service.
- Mechanics of the survey.
- Completion and coding of lodging facility cards.
- Use of the municipal assessment records.
- Work sheets for dwellings and for congregate facilities.

(5) *Space Required.* Working space will be required where briefings and the clerical work of compiling survey results can take place. Council chambers generally are most satisfactory because they are spacious and official records are in the same building.

(6) *Supplies Needed.* Supplies of lodging cards and equipment needed for the survey will have to be obtained through the EWS Director. The following will be required:

- Lodging Facility Card—Dwellings* (Appendix B). One card for each dwelling in the community.
- Lodging Facility Card—Commercial and Congregate* (Appendix D). One card for each commercial and other building considered suitable for congregate lodging.
- Work Sheet—Dwellings* (Appendix I). A work sheet for obtaining information quickly from householders.
- Work Sheet—Commercial and Congregate Facilities* (Appendix J). A work sheet for the survey of commercial and congregate facilities. The lodging facility cards—commercial and congregate—should be filled in from these.
- Blow-up of a Lodging Facility Card—Dwellings.* A 6' x 3' enlargement of the lodging facility card, on white paper, should be used for demonstration purposes.
- Hand Punches* (Appendix C). Hand punches are used to code lodging facility cards—dwellings. One hand punch should be obtained for each person who will be doing the coding.

- (g) *Large Map of the Municipality.* The best possible map of the community, preferably one showing buildings, should be obtained to use during the survey and, later, for producing the plan.
- (h) *Card Savers* (Appendix C). These will be required to correct coding errors.

## **Carrying Out the Survey**

There are three phases in the survey.

- (1) *Reviewing Assessment and Other Records.* The first phase is to complete lodging facility cards as far as possible from existing records. Information taken from these records should be placed directly on the cards. This should be completed before the interviewing of householders begins.  
The total number of rooms in dwellings and commercial lodging establishments in the community, as shown on the partially completed lodging facility cards, should be added and tabulated.
- (2) *Surveying Commercial and Congregate Facilities.* The second phase is the physical survey of commercial and congregate facilities. When floor plans of the buildings are not available, rough sketches should be made.  
When the lodging facility cards—commercial and congregate—have been completed, the number of evacuee spaces in each congregate facility, for planning purposes, can be arrived at by dividing the total square feet of usable floor area in the building by 40 sq. ft.
- (3) *Interviewing Householders.* This phase should coincide with the peak of the public information program and requires attention being given to such details as:
  - (a) Arranging work schedules for interviewers.
  - (b) Recording streets allotted to interviewers.
  - (c) Keeping track of the areas which have been covered.
  - (d) Arranging call backs when no one is at home.

## **Compiling Survey Data**

Close attention to detail should be given in compiling survey data.

- (1) *Emergency Assignment Ratio.* The emergency assignment ratio is the number of persons that would have to be lodged per room, in dwellings, to provide accommodation for the number of evacuees allotted to the community. The assignment ratio should be calculated before the information from the work sheets is added to the lodging facility cards—dwellings. This will enable the cards to be completed in one operation.

The assignment ratio is arrived at by adding the given number of evacuees to the resident population and then dividing the total number of persons by the number of rooms. For example, a community of 3,000 population with 3,500 rooms, planning to receive 4,000 evacuees would work out its assignment ratio as follows:  $3,000 + 4,000 = 7,000 \div 3,500 = 2$  persons per room.

- (2) *Completing Facility Cards—Dwellings.* It will be necessary to add the information from the work sheets to the relevant lodging facility cards and to record the number of evacuees which would be assigned to each dwelling. This is done by multiplying the number of rooms in the dwelling by the assignment ratio and subtracting the number of present occupants. For example: 5 rooms  $\times$  2 (assignment ratio) = 10 lodging spaces, 10-4 (occupants) = 6 evacuee lodging spaces.
- (3) *Coding the Lodging Facility Cards—Dwellings.* The information portion of the cards must be completed before coding. The method of coding is explained in Appendix C.

### **Action Following the Survey**

Certain action should be taken following the survey:

- (1) *Security of Lodging Facility Cards.* As the cards are a vital operations tool and as the information they contain is confidential, they should be kept in the municipal offices.
- (2) *Allocation of Buildings.* The municipal co-ordinator is responsible for the final allocation of buildings to EWS and MES. The Director and Chiefs should decide which buildings should be available to EWS in an emergency; for example, welfare centres and congregate facilities. The co-ordinator should then be asked to allocate these to EWS.

## Chapter VI

### OPERATION OF THE EL SERVICE

Zone headquarters would exercise control and direction over reception communities and would co-ordinate operations in the many communities comprising the zone. The EL plan, being flexible and allowing for sensible improvisation, would provide the framework for operations.

#### **Basic Principles of Operation**

There are certain basic principles of operation which should be common to EL in all reception communities. These are:

- (1) Families should be kept together.
- (2) Dwellings should be relied upon to meet the bulk of emergency lodging needs. Congregate facilities would be used only for special groups whose welfare could best be looked after in this manner.
- (3) Evacuees should be lodged promptly. Delay would have an adverse effect on the morale of both evacuees and residents.
- (4) Assignment factors, predetermined for the community, should be followed as closely as circumstances permit. The care taken in the initial placement of evacuees would have a direct bearing on the success of the long-term program.
- (5) There should be an equitable distribution of evacuees throughout the community. Residents would find it easier to bear the burden of service if it were shared by the entire community.

#### **Alerting**

At the time of an Alert Warning, EL workers would be alerted by the established warning system for the community (e.g., a telephone "fan out" system). A system which would not rely solely on the use of telephones would be advisable.

#### **Mobilizing**

After being alerted, staff would mobilize:

- (1) The EL Chief would go to Municipal Emergency Government Headquarters.
- (2) EL Supervisors and staff would report to the manager of the welfare centre to which they had been assigned.
- (3) EL staff, evacuating from a target area, would report to a welfare centre in the community where they arrived.

#### **Basic Assignment Procedure**

The basic EL assignment procedure that would be followed in welfare centres would be geared to processing the maximum

number of evacuees in the shortest possible time; but this procedure might have to be adjusted to meet local conditions existing at the time. For example, it could be that due to approaching fallout initial assignments would have to be made directly from cars or other transport necessitating adjustments when conditions would permit.

The basic assignment procedure would be to have single individuals or heads of family groups, referred to EL. There, under group instruction, they would complete lodging assignment cards (Appendix E). Assistance would be given to evacuees who, for language or other reasons, were unable to follow group instruction. The evacuees would then be directed to a waiting area and the cards would be taken to the assignment room.

In the assignment room, emergency accommodation would be selected from the lodging facility card index of dwellings and congregate facilities. Assignment factors, previously decided upon, would be taken into consideration. The location of the accommodation selected and administrative data would be entered to complete the assignment cards. The relevant lodging facility cards would be amended to show the remaining space in the building after the assignment had been made. The white copy of the assignment cards would be filed alphabetically. The green copy would be sent to the service or office responsible for the financial arrangements. The yellow copy would be taken to the waiting area.

The evacuees in the waiting area would be given the yellow copy of their completed assignment card. They would rejoin the remainder of their families and would be taken or directed to the assigned accommodation, by guides if necessary.

The duties of EL staff in relation to assignment procedures are given in Chapter VII.

### **Operations in Time Phases<sup>1</sup>**

Although it is impossible to forecast a definite time span for operations, EL could operate throughout the three phases—Pre-attack, Shock and Recovery. In the Pre-attack phase the Chief and Supervisors would ready resource and reference material for use, review their plans and check upon the readiness of the staff organization.

The general operation at headquarters and welfare centres could be as follows:

#### **Headquarters**

The EL Chief, under the general direction of the EWS Director, would control the operation of EL from headquarters. The duties of the Chief are described in Chapter VII.

<sup>1</sup>See EMO Bulletin 8-64—*Survival Planning*, “National Survival Terminology”, Ottawa, June 30th, 1964.

(1) *Shock Phase.* The Chief would check on the state of readiness in welfare centres through situation reports received. Information would be available from zone headquarters indicating the probable numbers and rate of arrival of evacuees.

The Chief, during the life-saving period,<sup>1</sup> would be concerned primarily with adapting procedures and adjusting the allocation of staff to meet the demand for the service at welfare centres. Situation reports prepared for the EWS Director, for transmission to zone, should include a general evaluation of the local EL situation.

A sizeable increase in the number of evacuees, over the planning figure, would necessitate an adjustment of the established assignment ratio. For example, if an additional 4,000 evacuees were to be accommodated in a community with 2,000 rooms and an established assignment ratio of 2 persons per room, the ratio would have to be increased to 4 persons per room ( $4,000 \div 2,000 = 2$  persons per room + established assignment ratio of 2 = 4 persons per room).

Problems would become more complex during the survival period<sup>1</sup>: some persons would wish to change their accommodation; families, which were re-united, would require additional accommodation; supply problems would make the operation of congregate facilities more difficult. When feasible and necessary, federal regulations controlling the use of accommodation would be implemented by the wartime accommodation control organization. Close working relationships with other services would be essential and more detailed situation reports would be required.

(2) *Recovery Phase.* EL would function as long as there were evacuees in need of emergency lodging.

### *Welfare Centres*

The EL Supervisor would direct and supervise the EL staff in the welfare centre and the congregate facilities in his welfare centre area. The duties of the EL Supervisors and staff are given in Chapter VII.

(1) *Shock Phase.* Upon mobilizing, the EL staff in welfare centres would prepare for the arrival of evacuees. The Supervisor would see that his staff was complete, that the operating space allotted to EL was ready, and that resource and reference data were assembled for use.

The emphasis in operations during the attack<sup>1</sup> and life-saving periods would be on assigning evacuees to emergency

<sup>1</sup>See EMO Bulletin 8-64—*Survival Planning*, “National Survival Terminology”, Ottawa, June 30th, 1964.

accommodation quickly. Group processing would be in effect as far as possible although individual assistance might be required by survivors who were rescued by the Army and those who were able to leave the damaged area on their own. Difficulties between evacuees and householders would become more pronounced during the survival period. These problems would be more difficult to deal with if space were at a premium. Some could only be resolved through re-assigning evacuees to accommodation in other lodgings—possibly in another welfare centre area.

(2) ***Recovery Phase.*** As the flow of evacuees diminished, EL staff would be reduced. Records and some of the staff might be absorbed into the local wartime accommodation control organization.

## Chapter VII

### STAFF DUTIES IN MUNICIPAL OPERATIONS

A clear understanding of the duties of the Chief, Supervisors, and other staff members is essential to the successful operation of the EL Service.

#### **EL Chief<sup>1</sup>**

The duties of the Chief would include:

- (1) Implementing the EL plan and operating procedures.
- (2) Ensuring continuous direction of the Service by arranging shifts with his deputy.
- (3) Keeping track of available and committed resources—lodging space (Appendix K) and staff.
- (4) Analyzing all information from zone and welfare centres relating to the EL situation and the staff, resources and procedures.
- (5) Taking action on incoming messages and keeping a message log (Appendix G).
- (6) Co-ordinating EL plans with those of other EWS and MES and requesting assistance from these services as necessary.
- (7) Making operational decisions and ensuring that clear, concise instructions are given to EL Supervisors.
- (8) Collating requisitions from EL Supervisors. Requisitions (written or verbal) would normally originate with Supervisors. They would be submitted to the EWS Director who would approve or revise them. The requisitions would then be submitted to the municipal supply officer.
- (9) Providing the EWS Director with periodic situation reports and advising about EL operations in the community.

#### **EL Supervisors**

The Supervisors are responsible to the welfare centre managers for administrative matters and to the EL Chief for technical matters. The Supervisor's duties would include:

- (1) Implementing the EL plan and operating procedures for the welfare centre area.
- (2) Ensuring that all EL positions are manned, that the staff are briefed regarding their duties, organized into shifts and kept abreast of the local situation.
- (3) Supervising the work of the EL staff in the welfare centre and in congregate facilities.

<sup>1</sup>Provincial and zone EL Chiefs carry out similar headquarters duties at their respective sites but related specifically to their own administrative levels.

- (4) Ensuring that a satisfactory rate of assignment of evacuees to emergency accommodation is maintained.
- (5) Obtaining supplies of EL operational cards and equipment for the welfare centre.
- (6) Arranging for assistance from other EWS at welfare centre level.
- (7) Preparing periodic situation reports for the welfare centre manager.
- (8) Requesting supplies, equipment and other emergency services as required for congregate facilities.
- (9) Establishing a system for keeping necessary EL staff and resource records and a message log up-to-date.
- (10) Dealing with problems which arise in dwellings between householders and evacuees.

### **Assignment Officers**

Under direction of the Supervisor, assignment officers' duties would include:

- (1) Selecting emergency accommodation for evacuees from the lodging facility card index, in accordance with the predetermined assignment factors and procedure.
- (2) Supervising the work of assignment aides.
- (3) Making reassessments when necessary.

### **Assignment Aides**

Under supervision of assignment officers, the duties of assignment aides would include:

- (1) Completing lodging assignment cards by adding name and address of the householder and other pertinent data.
- (2) Amending individual lodging facility cards to show the remaining evacuee spaces in dwellings, as assignments are made.
- (3) Separating the assignment cards and distributing or filing the copies as required.

### **Lodging Leaders and Aides**

Under direction of the Supervisor, lodging leaders' and aides' duties would include:

- (1) Instructing or assisting evacuees in completing assignment cards.
- (2) Checking the legibility and completeness of the information given by the evacuee.

### **Other Workers**

Other EL workers would perform the following duties under direction of the Supervisor:

- (1) Taking assignment cards from where they are completed to

the assignment room and when they have been processed, to the waiting area.

- (2) Distributing the yellow copies of the assignment cards to evacuees.
- (3) Conducting evacuees from the welfare centre to the dwelling or congregate facility in which they are to be lodged.

### **Congregate Facility Managers**

The duties of congregate facility managers, under direction of the Supervisor, would include:

- (1) Preparing the congregate facility for the arrival of evacuees.
- (2) Requisitioning supplies and equipment and requesting assistance of other emergency services as required.
- (3) Allocating space to evacuees within the building.
- (4) Recording the names of evacuees lodged there.
- (5) Organizing evacuees into working groups and house committees as required to operate the congregate facility.
- (6) Assisting evacuees to secure other EWS which they might require (e.g., counselling, infant formula).

**EMERGENCY**

**LODGING**

**MANUAL**

**APPENDICES**



## Appendix A

### EMERGENCY WELFARE SERVICES GLOSSARY OF TERMS

#### Auxiliary Kitchen

A place in which food would be prepared and cooked, to be served in another location.

#### Case Index Card Personal Services

A two-part card, with a one-time carbon, which would be filled out for each individual or family applying for assistance at the Counselling and Emergency Aid Bureau, Personal Services.

#### Case Index Kit

A carton containing 500 Case Index Cards, 24 blank Index Marker Cards and the instructions for their use in the operation of the Counselling and Emergency Aid Bureau of Personal Services.

#### Central Index

The place in a Zone to which the duplicate of the Case Index Card is sent for filing and checking to prevent the duplication of counselling and emergency aid in another Welfare Centre or reception community.

#### Central Registry

The centre(s) serving a specific target area(s) to which a Local Registry forwards the original copies of Registration Cards and unanswered Inquiries for filing and searching.

#### Central Registry Manager

The person appointed by the Zone Chief of Registration & Inquiry, who is responsible for the planning, organization and operation of the Central Registry.

#### Chief — Emergency Clothing (provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Clothing Service at each level.

#### Chief — Emergency Feeding (provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Feeding Service at each level.

#### Chief — Emergency Lodging (provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Emergency Lodging Service at each level.

#### Chief — Personal Services (provincial, zone, municipal)

A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of Personal Services at each level.

<b>Chief — Registration and Inquiry (provincial, zone, municipal)</b>	A qualified person appointed by the Emergency Welfare Services Director, who is responsible for the detailed planning, organization and operation of the Registration and Inquiry Service at each level.
<b>Clothing Depot</b>	The site within a reception community where used and new clothing will be assembled, sorted, sized, bundled and forwarded to Welfare Centres for distribution.
<b>Clothing Depot Manager</b>	The person appointed by the Municipal Chief of Emergency Clothing, who is responsible for planning, organizing and operating the Clothing Depot and the collection of used clothing in the community.
<b>Clothing Issue Voucher</b>	A three-part form with one-time carbon, used to record the type and quantity of clothing issued to an evacuee.
<b>Congregate Facility</b>	A building other than a private dwelling used for congregate lodging.
<b>Congregate Facility Manager</b>	The person appointed by the Municipal Chief of Emergency Lodging, who is responsible for the administration of a congregate facility.
<b>Congregate Lodging</b>	The lodging of a large number of evacuees, usually a special group, in a congregate facility.
<b>Counselling and Emergency Aid Bureau</b>	One of the four bureaux of Personal Services. The function of this bureau is to provide counselling services and financial and/or material assistance for those individuals and families who need help with their personal questions and problems regarding their rehabilitation and/or emotional readjustment.
<b>Director — Emergency Welfare Services (provincial, zone, municipal)</b>	The person appointed to organize, co-ordinate, and operate the five Emergency Welfare Services at each level (from the Department of Public Welfare where such exists).
<b>Dwelling</b>	Self-contained living quarters with a private entrance (either from outside the building or via a common hall or lobby).
<b>Emergency Accommodation</b>	Emergency living space in buildings for persons who have evacuated a damaged or potentially dangerous area or whose homes have been destroyed.
<b>Emergency Assignment Ratio</b>	The number of persons to be lodged per room in a reception community in order to provide emergency accommodation for the residents of the community and the probable number of evacuees assigned to it.

**Emergency Change of Address Card**

Post Office Form E-1, to be used by evacuees in a war emergency as a postal locator card for undeliverable letter mail addressed to disaster areas.

**Emergency Clothing Service**

One of the five Emergency Welfare Services. This Service is responsible in an emergency for supplying clothing to those requiring it.

**Emergency Feeding Service**

One of the five Emergency Welfare Services. This Service is responsible for the feeding of persons without food or means of preparing it.

**Emergency Food Pack**

At least a seven day (and preferably a fourteen day) supply of emergency type food and liquid, packed in readiness as a self-help measure for evacuation or shelter living.

**Emergency Lodging Service**

One of the five Emergency Welfare Services. This Service is responsible in an emergency for the provision of immediate, temporary accommodation to people requiring it.

**Emergency Welfare Services**

The five Services responsible for providing in an emergency, those emergency welfare services which would be essential for the survival and well-being of persons affected by the disaster (Emergency Clothing, Emergency Feeding, Emergency Lodging, Registration and Inquiry, Personal Services).

**Evacuee**

A citizen or resident of Canada who, because of an emergency, leaves his home and goes to another place in Canada.

**Family Meeting Place**

A place where members of a family have planned to reunite eventually should they be separated by disaster.

**Feeding Establishment**

A place, commercial or non-commercial, where food is prepared and served (e.g. restaurant, school, club).

**Feeding Station**

A site where food which has been prepared in another location, would be served.

**Headquarters — Emergency Welfare Services (provincial, zone, municipal)**

The physical location (within an Emergency Government Headquarters at each level) from which the Emergency Welfare Services Director and Chiefs of Services would direct emergency operations.

**Improvised Feeding**

The preparation, cooking and serving of food in time of emergency by means of facilities other than those in private dwellings, commercial and non-commercial feeding establishments.

**Inquiry Card**

A card which would be filled out by a person inquiring about the safety and whereabouts of another person.

<b>Inquiry Kit</b>	A carton containing 750 Inquiry Cards and the equipment required for the making of inquiries by evacuees.
<b>Institutional Care Bureau</b>	One of the four bureaux of Personal Services. The function of this bureau is to plan for the evacuation from probable target areas, or the reception and care in reception areas, of people who are confined to welfare institutions.
<b>Local Registry</b>	The place in a reception community to which all completed Registration and Inquiry Cards are sent for processing.
<b>Local Registry Manager</b>	The person appointed by the Municipal Chief of Registration and Inquiry, who is responsible for the planning, organizing and operation of the Local Registry.
<b>Lodging Assignment Card</b>	A three-part card with a one-time carbon, which would be used in the assignment of evacuees to either a private dwelling or a congregate facility.
<b>Lodging Assignment Officer</b>	The person who is responsible for selecting the emergency accommodation to which evacuees are sent.
<b>Lodging Facility Card — Commercial and Congregate</b>	A card used to record detailed information about congregate facilities.
<b>Lodging Facility Card — Dwellings</b>	A card used to record information about a private dwelling.
<b>Lodging Leader</b>	A person appointed by the Supervisor of Emergency Lodging, who is responsible for the group instruction of evacuees in the completion of Lodging Assignment Cards.
<b>Mass Feeding</b>	The feeding of large groups of people in an emergency, in contrast to feeding in private dwellings.
<b>Matching</b>	That part of the process of assigning evacuees to temporary accommodation, based on one or more factors which would contribute to the compatibility of householder and evacuee.
<b>Mobile EWS Team</b>	A team of EWS workers whose function is to assist evacuees during re-entry operations and/or within areas where EWS are overburdened or unorganized.
<b>Open Stock — Stock Return Form</b>	A two-part form with a one-time carbon, used to record the total number of unpacked clothing items of all categories held in Clothing Depots and Welfare Centres.

## Personal Services

One of the five Emergency Welfare Services. This Service is responsible in an emergency for providing individuals and families with special care, guidance and material assistance through four bureaux: Reception, Unattached Children and Dependent Adults, Institutional Care (welfare), and Counselling and Emergency Aid.

## Plan — Emergency Welfare Services (provincial, zone, municipal)

A detailed written account of the policies and procedures to be followed in setting up and operating the Emergency Welfare Services at each level.

## Planning Committees — Emergency Welfare Services

Committees composed of suitable community people, whose training and experience would assist a Director of Emergency Welfare Services and each of five Chiefs of Services in planning and organizing.

## Pre-Attack Phase

This phase includes any period of deteriorating international relations up to the time of the National Alert Warning or the commencement of attack, whichever is first.

## Ready Stock — Stock Return Form

A two-part form with a one-time carbon, used to record all the clothing on hand in Clothing Depots and Welfare Centres that has been sorted, sized, packed and marked.

## Reception Area

The area beyond a target area into which people evacuate in time of emergency.

## Reception Bureau

One of the four bureaux of Personal Services. The function of this bureau is to receive evacuees at Welfare Centres and other reception points, to answer questions, to give reassurance, and to direct evacuees to appropriate emergency services.

## Reception Community

A city, town, or village within a reception area, which would receive and care for evacuees in time of emergency.

## Recovery Phase

This phase includes the long time interval following the survival period when reconstruction and rehabilitation would be the primary considerations.

## Refugee

A citizen of a foreign country who arrives in Canada during an emergency.

## Registration and Inquiry Service

One of the five Emergency Welfare Services. The two-fold function of this Service is to reunite as quickly as possible members of families separated by disaster, and to answer inquiries regarding the safety and whereabouts of persons.

<b>Registration Card</b>	A two-part card, with a one-time carbon, on which information about evacuee families or individuals would be recorded so that inquiries about them could be answered.
<b>Registration Kits</b>	A carton containing 500 Registration Cards and the equipment required for the registration of evacuees.
<b>Requisition to Supply Officer Form — Emergency Welfare Services</b>	A three-part form, with one-time carbon, which would be used by each of the five Emergency Welfare Services when requisitioning goods and equipment from the War Supply or Municipal Supply Officer.
<b>Safety Notification Post Card</b>	Post Office Form E-2, to be used by evacuees in a war emergency to advise others of their safety and present location.
<b>Self-Help Preparations</b>	Those preparations which individuals and families can make now for their own survival in case of emergency.
<b>Separated Family</b>	A family in which one or more members have become separated from the other family members by a disaster.
<b>Shock Phase</b>	This phase includes the duration of the attack and the interval following until arrangements have been completed for the survival of the remaining population, with the government in control although using emergency powers. There are three periods during this phase: Attack Period; Life-Saving Period; Survival Period.
<b>Supervisor — Emergency Clothing</b>	A qualified person appointed by the Municipal Chief of Emergency Clothing to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.
<b>Supervisor — Emergency Feeding</b>	A qualified person appointed by the Municipal Chief of Emergency Feeding to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.
<b>Supervisor — Emergency Lodging</b>	A qualified person appointed by the Municipal Chief of Emergency Lodging to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.
<b>Supervisor — Personal Services</b>	A qualified person appointed by the Municipal Chief of Personal Services to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.
<b>Supervisor — Registration &amp; Inquiry</b>	A qualified person appointed by the Municipal Chief of Registration and Inquiry to carry out the operation of that Service in a Welfare Centre and the Welfare Centre Area.

<b>Supporting Service</b>	A term indicating a service given to or required from EWS.
<b>Three Day Survival Kit</b>	A kit consisting of one pound of candy (any kind except chocolate), a 20-ounce can of juice, and a can opener. It is recommended as a self-help measure for survival in an emergency when no other source of food and liquid is available.
<b>Unattached Children &amp; Dependent Adults Bureau</b>	One of the four bureaux of Personal Services. The function of this bureau is to care for children and dependent adults separated from their families.
<b>Welfare Centre</b>	The building or group of buildings within a Welfare Centre Area from which the Emergency Welfare Services will be administered and provided.
<b>Welfare Centre Area</b>	The geographic area within a reception community for which a specific Welfare Centre is responsible.
<b>Welfare Centre Manager</b>	The person who is responsible for the organization and operation of Emergency Welfare Services in a Welfare Centre and its Welfare Centre Area.

## Appendix B

### THE LODGING FACILITY CARD—DWELLINGS

The facility card—dwellings, illustrated below, is used to record information about dwellings and their occupants.

The card, measuring 3 1/4 inches by 7 1/2 inches, is buff coloured and sturdy enough to stand up to repeated handling. There is a series of holes, called the code field, around the edge of the four sides. The code field surrounds information blocks.

The card is completed by filling in the relevant information block and then punching or notching away the appropriate hole(s) in the code field. The code field and the procedure for punching or coding is explained in Appendix C.

#### Information Blocks

The following is an explanation of the information blocks in the order in which they appear on the card starting at the top left.

BLOCK TITLE	EXPLANATION
<i>Area No.</i>	The number of the welfare centre area in which the dwelling is located.
<i>Address</i>	
<i>Name of Occupant</i>	Surname first, followed by one or more given names or initials as decided locally.
<i>Telephone No.</i>	
<i>Date</i>	When card is filled out.
<i>Lodging Rating</i>	“Poor”, “fair” or “good” should be shown according to the rating of the dwelling for emergency lodging use. The basis for rating dwellings should be decided locally. The assessment rating, in municipal assessment records, is generally a useful guide.

BLOCK TITLE	EXPLANATION
<i>Lodging Suitable for Aged, Infirm, Handicapped, Unattached Children</i>	Mark the appropriate box when the householder has signified his willingness to accept any or all of these categories of evacuees, provided the dwelling is suitable for such use.
<i>No. Rooms</i>	The total number of rooms habitable the year round, excluding bathroom and kitchen. A combination living room — dining room (e.g. "L" shaped) should be counted as two rooms.
<i>Total Floor Area</i>	
<i>Total Lodging Space</i>	The total number of persons, including occupants and evacuees, whom it is planned to lodge in the dwelling according to the established planning ratio. The figure is arrived at by multiplying the emergency assignment ratio by the number of rooms.
<i>No. Occupants</i>	The total number of occupants, adults and children, at the time of the survey.
<i>No. Evacuees</i>	The difference between the figures for "Total Lodging Space" and "No. Occupants" is entered in the first box. Succeeding boxes would be used in operations to show the remaining space after assignments are made.
<i>Heating</i>	The type of heating unit and the fuel used (e.g. furnace or stove; oil, coal or gas).
<i>Cooking Fuel</i>	The fuel used for cooking. Show more than one type if applicable (e.g. wood and electricity).
<i>Water</i>	Source of water (i.e. municipal system or hand pump or a pressure system in which water is pumped from a well by some other form of power).
<i>Sanitation</i>	Show whether there is a standard bathroom in the dwelling, an extra toilet, chemical or outdoor toilet. Indicate, where applicable, that the dwelling uses a septic tank or cesspool.
<i>Occupants' Ages</i>	The approximate ages of the occupants in order, from the eldest to the youngest with males on the first row, females on the second.
<i>No. Private Evacuees</i>	The number of people, if any, who have made private arrangements with the occupants of the dwelling to stay there during an emergency.

BLOCK TITLE	EXPLANATION
<i>Occupation</i>	The regular occupation of the head of the household. If retired, show previous occupation. This information should be shown if it has been decided locally that occupation would be an assignment factor.
<i>Origin</i>	The group from which the head of the household has descended, if it has been decided locally that origin would be an assignment factor.
<i>Language</i>	The language(s) spoken by the occupants of the dwelling, if it has been decided locally that this would be an assignment factor.
<i>Religion</i>	The householder's religion, if it has been decided locally that this would be an assignment factor.
<i>Health</i>	Any serious long-term health problem that would affect the use of the dwelling (e.g. active T.B.).
<i>Basement</i>	Shown by an "X" in the appropriate box. Deal with apartment buildings with basements by putting an "X" in the "yes" box on the lodging facility card for each apartment. However, only show the details of the basement on one card.
<i>No. of Storeys</i>	
<i>Bldg. Material</i>	The material used in the outer construction of the dwelling (e.g. brick veneer, stone, stucco). This is related to the "Basement Protection Factors Table" given in this Appendix.
<i>Basement Ground Level</i>	An "X" will be placed in the "yes" box if the basement floor is at least 4½ feet below ground level on all four sides. An "X" will be placed in the "no" box if the ground level is not a minimum of 4½ feet or if it slopes below this level on any side.
<i>Basement Ht.</i>	
<i>Basement Space</i>	The estimated number of square feet of usable space in the basement. Allowance should be made for space taken up by furnace, oil storage tank, hot water heater, laundry tubs and other permanent fixtures. The assessor should be able to suggest a formula for use (e.g. deducting 30 per cent of the basement floor area to allow for permanent fixtures).

BLOCK TITLE	EXPLANATION
-------------	-------------

<i>Refuge Rating</i>	This figure should be taken from the relevant column of the table of "BASEMENT PROTECTION FACTORS TABLE" given in this Appendix.
<i>Refuge Space Persons</i>	<p>The number of persons for whom protection could be provided in the basement. This is determined as follows:</p> <ul style="list-style-type: none"> <li>— If the basement is a minimum of 7 feet high the "BASEMENT SPACE" is divided by 12 square feet.</li> <li>— If the basement is less than 7 feet high, the "BASEMENT SPACE" figure should be multiplied by the "BASEMENT HT." to give the cubic content, then divided by 80 cu. ft.</li> </ul> <p>Refuge space is allocated at minimum of both 12 square feet and 80 cubic feet per person. Thus 12 square feet in a basement at least 7 feet high would meet both square feet and cubic feet requirements; 12 square feet in a basement 6 feet high would not have sufficient cubic content.</p>

#### BASEMENT PROTECTION FACTORS BY TYPE OF DWELLING UNIT AND BY CONSTRUCTION MATERIAL

Type of dwelling unit	Protection Factors			
	Frame	Brick Veneer	8" Brick	12" Stone
2 Storey: Basement centre	10	14	20	25
1½ Storey: Basement centre	10	10	11	12
1 Storey: Basement centre	10	10	11	12
3 Storey Apt. Block (6 units): Basement centre	13	16	20	30

## Appendix C

### CODING AND SORTING LODGING FACILITY CARDS—DWELLINGS

#### Coding the Cards

Each hole on the card represents a code position. The code positions within one category are called the code field (e.g. HEATING is a code field, whereas, IND., P.U. are code positions). The code fields are in the same order as the information blocks but not all information blocks are repeated in the code field.

A card is coded by punching or notching (with a hand punch) the code positions, between the hole and the edge of the card, according to the data shown in the relevant information block.

#### Code Positions

The following explanation is given for the code positions, in the order in which they appear on the facility card, starting from the top left.

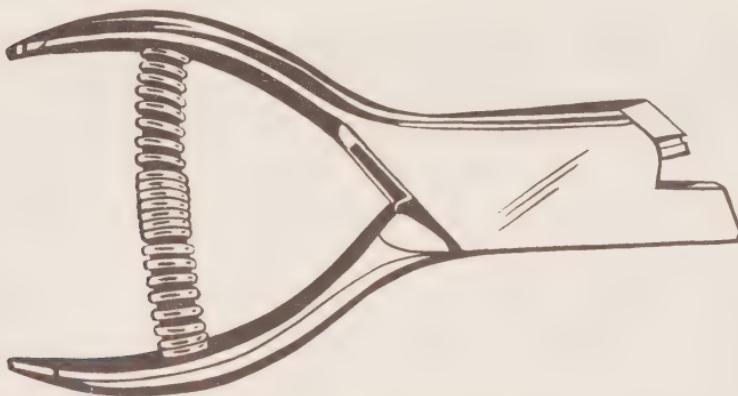
CODE FIELD	CODE POSITION	EXPLANATION
<i>Area No.</i>	4321 7421	If there are no more than four welfare centre areas only the top row of figures is coded to indicate the area in which the dwelling is located.
		If more than four areas have been decided upon, the second row of figures is used and the first row is ignored (e.g. for welfare centre areas 7, 4, 2, and 1, the corresponding number is notched; for 3, 5, 6, 8, 9, and 11 the two numbers which, when added, correspond to the area number are notched (7 and 1 for 8); for 10, 12 and 13 the three numbers which add up to the number of the welfare centre area are notched; for 14 all four numbers are notched).
<i>Lodg. Rating</i>	Poor, Fair, Good	
<i>Suitable for</i>	A.I. H.C. U.C. M.O. W.O.	Aged and Infirm Handicapped Unattached Children Men Only Women Only

CODE FIELD	CODE POSITION	EXPLANATION
<i>No. of Rooms</i>	10, 9, 8, etc.	Any number higher than 10 is coded as 10.
<i>Accommodation for (Evacuees)</i>	20, 18, 16, etc.	If the exact number cannot be coded, choose the next highest figure (e.g. with accommodation for 17 evacuees the number 18 would be notched).
<i>Heating</i>	Ind.	Independent — manually operated heating units such as coal furnaces, wood or coal stoves.
	P.U.	Public Utility — those which depend on a public utility for operation such as an oil furnace which depends on electricity.
<i>Cooking Fuel</i>	Wood or Coal Prop. Oil P.U.	Propane Public Utility — either gas or electricity.
<i>Water</i>	Ind.	Independent — a source such as a well or spring from which water is hand pumped or drawn.
	Press.	Pressure — a water system with a well as its source but operated by a power driven pump.
	P.U.	Public Utility — a municipal water system.
<i>Sanitation</i>	Std. B.R. Ext. B.R. Oth. Ind. Outdoor	Standard Bathroom. Extra Bathroom — an extra indoor toilet and wash basin. Other Indoor — such as chemical toilet. Outside toilet.
<i>Basement</i>	Yes No	
<i>Rating</i>	Und. 26 51 25 to to 50 100	Refuge Rating of the basement. All dwellings will have a rating of under 25.
<i>Refuge Space</i>	Und. 5 5 to 10	One of these groupings should be notched depending on the number of people who could be accommodated in the refuge space (e.g. under 5 persons).
<i>Health</i>	Chr. Ill 2 1	Chronically Ill — notch to indicate a health problem that would affect the assignment of evacuees to that dwelling. The holes 2 and 1 are spare code positions.

CODE FIELD	CODE POSITION	EXPLANATION
<i>Religion</i>		The many denominations in the Protestant group should be coded as Protestant with the actual religion being written in the information block.
<i>Language</i>	Eng. Fr. Oth.	English French Other Languages other than English and French should be coded as "Other" with the actual language(s) being written in the information block.
<i>Origin</i>	White Ind. Neg. Oth.	White Indian Negro Other (e.g. East Indian, Chinese)
<i>Occupation</i>	Lab. Trade Off. Prof. A B C	Labour — all unskilled workers. There is no distinction here between types of labourers (e.g. bush, construction, factory and farm labourers are included in this category). Trade — a skilled worker in one of the regular trades (e.g. carpenters, plumbers, machinists), persons with small businesses (e.g. a storekeeper who has only one or two helpers) and most farmers are included in this category. Office — all the "white collar" workers (e.g. office clerks, bookkeepers, typists, store clerks, salesmen, staff supervisors). Profession — all the professions (e.g. lawyers, doctors, dentists, teachers, engineers), company executives and business managers are included. These are spare code positions.
<i>Age Groupings</i>	0 to 2 years 3 to 12 13 to 17 18 to 70 over 70	Infant Child Adolescent Adult Each code position for which there is an occupant of the dwelling in that age group, should be notched.
<i>Miscellaneous</i>	9, 8, 7, etc.	These are spare code positions.

### *Using the Hand Punch*

The hand punch should be held as illustrated below. The card is inserted under the tongue of the punch. The tongue of the punch must be centred over the appropriate code position.



*Illustration 1 (Hand Punch)*

### *Using Card Savers*

Errors made in coding can be corrected by using card savers. These are made of gummed paper. Each one has three holes on either side of a middle fold line. To repair an incorrectly notched code position, the card saver should be moistened and folded over the edge of the card so that the code position to be repaired is enclosed between the two halves of the card saver. Be sure that the holes in the card saver line up with the holes in the card.

### **Sorting the Cards**

When the code positions have been notched, the cards can be sorted rapidly for the required information.

### *Sorting Equipment*

The following equipment is required:

- (1) *Sorting Needle*. This is a needle approximately 6" long and of sufficiently small diameter to permit it to pass freely through the holes on the lodging facility card. It could be improvised from a knitting needle.
- (2) *Alignment Block*. This is a tray approximately 10" x 11" with a drop edge or flange, to catch the edge of a desk or table, and a vertical edge against which to align a stack of cards. An alignment block could be easily improvised.

## Sorting Procedure

All cards must be right side up facing the sorter before they can be sorted. The need to rearrange them will be apparent when the clipped, top right hand corners of all cards do not line up.

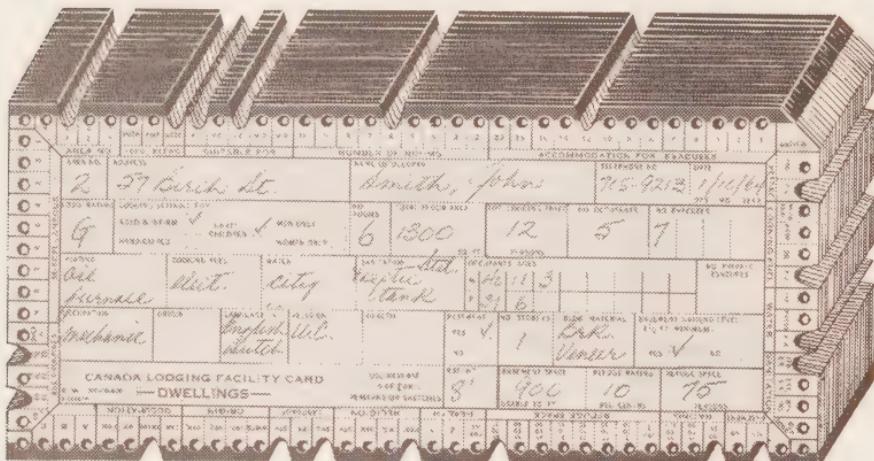


Illustration 2 (Cards Ready for Sorting)

A stack of cards is sorted by putting a needle through the code position of the information that is desired. The needle is then raised and the cards that have been notched in that code position drop away. The other cards remain on the needle (ILLUSTRATION 3). The dropped cards contain the information that the sorter is looking for. By using the free hand to tap or spread the cards on the needle, the procedure can be speeded up.

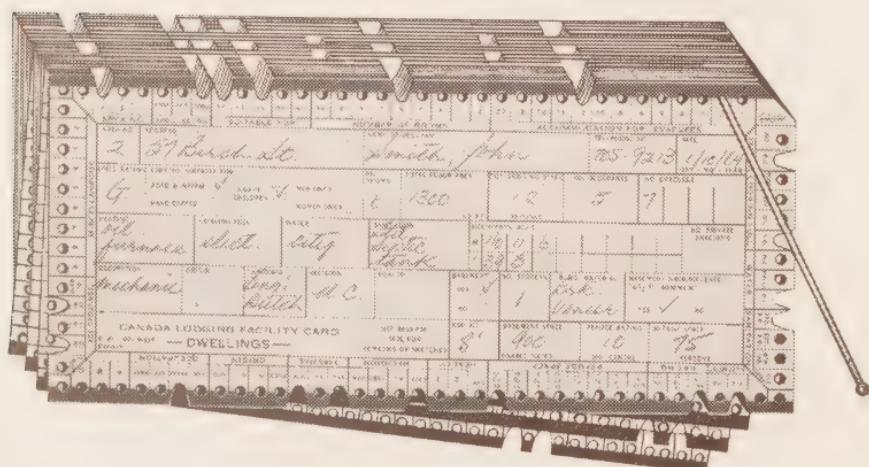


Illustration 3 (Sorting)

Some manual sorting of those cards may be necessary; for example, if the sorter is looking for an Italian speaking household, he would put the needle through the code position "Other" in the "Language" code field. The cards that dropped out would then be hand sorted for one showing Italian in the information block. It is imperative that the cards be properly aligned for each sorting.

## Appendix D

### THE LODGING FACILITY CARD— COMMERCIAL AND CONGREGATE

The facility card—commercial and congregate illustrated below, is used to record information about buildings, other than dwellings. The card, measuring 5 inches x 8 inches, is made of heavy white paper.

AREA	DATE	TELEPHONE NO.	ADDRESS OR LOCATION	NAME AND TYPE OF BUILDING		CIVIL DEFENCE USE			
Day Mo. Year									
BUILDING MANAGER		TELEPHONE NO.		ADDRESS OR LOCATION		RATING	TOTAL USABLE AREA	TOTAL LODGING CAPACITY	
						Sq. Ft.	Persons		
COMMERCIAL (Hotel - Motel)		CONGREGATE (School, Hall)		BAS- EMENT	Yes <input type="checkbox"/> Usable Space <u>      </u> No. <input type="checkbox"/> Lodg. Space For <u>      </u>	HEIGHT 40 ft. Minimum Yes <input type="checkbox"/> No <input type="checkbox"/>	GROUND LEVEL 40 ft. Minimum Yes <input type="checkbox"/> No <input type="checkbox"/>	REFUGEE RATING	REFUGEE SPACE
No. Regular Guest Rooms	No. Rooms	Total Lodg. Area Grd. Fl. and Up	Sq. Ft.						
Regular Guest Capacity		No. Separ. Offices	No. Separ. Offices	No. Width	No. Size	P.U. <input type="checkbox"/> Good <input type="checkbox"/>	Fair <input type="checkbox"/>	Type No.	Area
Emergency Capacity						Auxil. <input type="checkbox"/>	Indep. <input type="checkbox"/> Poor <input type="checkbox"/>		No. Cars
Other Lodging Space	Sq. Ft.	Total Office Area	Sq. Ft.						
Separate Office Space	Sq. Ft.								
WATER SUPPLY		SANITATION		HEATING		FEEDING FACILITIES		LODGING ASSIGNMENTS	
P.U. <input type="checkbox"/>	Well <input type="checkbox"/>	Sewer <input type="checkbox"/>	Septic Tank <input type="checkbox"/>	Central <input type="checkbox"/>	Stove <input type="checkbox"/>	No. Stoves <u>      </u>	Burners <u>      </u>	Total Space <u>      </u>	Date <u>      </u>
Indep. Press System <input type="checkbox"/>		Flush Toilet <input type="checkbox"/>	Chemical Toilet <input type="checkbox"/>	Space Heater <input type="checkbox"/>	None <input type="checkbox"/>			No. <u>      </u>	Balance <u>      </u>
Other Indoor <input type="checkbox"/>		Toilet <input type="checkbox"/>	Outdoor <input type="checkbox"/>	Fuel					
No. of Outlets	No. of Bass. Oth. Floors			Elect. <input type="checkbox"/>	Nat. Gas <input type="checkbox"/>				
Basements	Toilets			Oil <input type="checkbox"/>	Wood <input type="checkbox"/>				
Other Floors	Urinals			Gas <input type="checkbox"/>	Other <input type="checkbox"/>				
H & Cp <input type="checkbox"/>	Sinks					No. Refrigerators <u>      </u>			
No. Piped Water	Shower			Sufficient Winter Heat Yes <input type="checkbox"/> No <input type="checkbox"/>	Normal Meal Capacity <u>      </u>				
CANADA EMERGENCY WELFARE SERVICES					LODGING FACILITY CARD				
EW-310-1-62					COMMERCIAL AND CONGREGATE				
Use Reverse Side For Remarks and Sketches									

### Information Blocks

The following explanation is given for the information blocks, in the order in which they appear on the card, starting from the top left hand corner.

BLOCK TITLE	INFORMATION	EXPLANATION
<i>Area</i>		The number of the welfare centre area in which the building is located.
<i>Date</i>	Day, Month, Year	The date on which the card is completed.
<i>Telephone No.</i>		The building superintendent's or manager's office telephone number.
<i>Address or Location</i>		

BLOCK TITLE	INFORMATION	EXPLANATION
<i>Name &amp; Type of Building</i>		Name of the building, and the type (e.g. a hotel, motel, congregate type A, B or C).
<i>Civil Defence Use</i>		Show the use that would be made of the building in an emergency (e.g. for congregate lodgings or a welfare centre).
<i>Building Manager</i>		Name of the person in authority at the building.
<i>Telephone No.</i>		The home telephone number of the person in authority.
<i>Address or Location</i>		The home address of the person in authority.
<i>Rating</i>		“Good”, “fair” or “poor” depending on the suitability of the building for congregate lodgings.
<i>Total Usable Area</i>	Sq. Ft.	The total square feet of usable area in the building including basement. This block is not completed for commercial lodging establishments.
<i>Total Lodging Capacity</i>	Persons	Calculated for congregate facilities on the basis of 40 sq. ft. per person and for commercial lodging establishments on the basis of the emergency assignment ratio.
<i>Commercial</i>	No. Regular Guest Rooms	The number of rooms regularly used as guest rooms as well as such others as sample rooms.
	Regular Guest Capacity	Add to the regular guest capacity, the number of fold away beds that are on hand.
	Emergency Capacity	The total number of persons for whom emergency accommodation could be provided in the building.
	Other Lodging Space	The usable square feet of space, in other than guest rooms, that could be used for sleeping purposes.
	Separate Office Space	The size of the offices in the building.
<i>Congregate</i>	No. Rooms	The number of rooms in which space for lodging is available.
	Total Lodging Area Ground Floor and Up	The total square feet of usable floor area for lodging purposes, above the basement.

BLOCK TITLE	INFORMATION	EXPLANATION
	No. Separate Offices	The number of rooms which are normally used as offices.
	Total Office Area	The size of these rooms.
<i>Basement</i>	Yes or No	
<i>Basement Area</i>	Usable Space	The square feet of usable area divided by 40 sq. ft. to give the number of persons who could be lodged in this area.
	Lodging Space for	
<i>Height</i>		
<i>Ground Level</i>	4½ ft. Minimum Yes or No	If the basement floor is at least 4½ feet below ground level on all sides indicate "Yes".
<i>Refuge Rating</i>		This should be determined through the municipal co-ordinator by a person who has received shielding analysis training.
<i>Refuge Space</i>	Persons	This figure should be obtained in a similar manner as the refuge rating.
<i>Stairways</i>	No. Width	Number and width of each.
<i>Elevators</i>	No. Size	Number and size of each.
<i>Lighting</i>	P.U. Auxil. Indep.	Public Utility—electricity or gas. Auxiliary—are stand-by generators available, for emergency use, at the building? Independent—does the building have its own power plant?
<i>Fire Rating</i>	Good Fair Poor	This rating should be available through the local fire department.
<i>Normal Operating Staff</i>	Type No.	Type and number of people that normally work in the building (e.g. manager, clerical staff and maintenance staff).
<i>Parking Space</i>	Area No. of Cars	The size of the parking area in square feet. The number of cars for which parking is available should be calculated at 216 sq. ft. per car or 200 cars per acre.
<i>Water Supply</i>	P.U. Well Indep. Press. System No. of Outlets Basements Other Floors	Public Utility—municipal water system. Well—operated by hand. Independent pressure system—a pressure system which is independent of public utilities (both power and water). Number of taps in the basement. Number of taps on other floors.

BLOCK TITLE	EXPLANATION	INFORMATION
H & Cp	Hot and cold piped water.	
Cp	Cold piped water only.	
No piped Water		
<i>Sanitation</i>	The type, number and location of the sanitary facilities.	
<i>Heating</i>	The type of heating, the fuel used and whether there is adequate winter heat.	
<i>Feeding Facilities</i>	“Normal Meal Capacity”—the number of meals a day normally served in the building. If meals are not normally served, “nil” should be shown.	
<i>Lodging Assignments</i>	This block would be used in operations to record the number of people being accommodated in the building and the number of evacuee spaces remaining.	

## Appendix E

## THE LODGING ASSIGNMENT CARD

The lodging assignment card, illustrated below, would be used in an emergency to obtain information from evacuees in need of emergency accommodation.

LAST (FAMILY) NAME  HOME (STREET) ADDRESS	(EVACUEE)		CHRISTIAN NAMES  MUNICIPALITY	LAST (FAMILY) NAME  HOME (STREET) ADDRESS	(BILLETED)		CHRISTIAN NAMES  MUNICIPALITY	TELEPHONE	
FAMILY MEMBERS				ARRIVAL DAY	(EVACUEE) MONTH	YEAR	NUMBER BILLED		
CHRISTIAN NAME	SEX	AGE	CHRISTIAN NAME	SEX	AGE				
SIGNATURE LODGING AUTHORITY									
DEPARTURE DAY		(EVACUEE) MONTH		YEAR	CERTIFIED				
DO NOT WRITE IN THIS SPACE									
ADULTS LANGUAGE SPOKEN REMARKS:				ADULTS OCCUPATION	CHILD'N ORIGIN	INFANTS RELIGION	WELFARE CENTRE	MUNICIPALITY	PROVINCE
CANADA FORM 10-18 LODGING ASSIGNMENT CARD EMERGENCY WELFARE SERVICES WELFARE CENTRE COPY 3187051									

The card, measuring 9¾ inches by 3¼ inches, is a three-part form with snap-out carbons. The three parts, coloured white, green and yellow are:

- (1) *Welfare Centre (White) Copy.* The white copies would be retained by the EL Service in the welfare centre. They would provide a record of the name and home address of all evacuees assigned to emergency accommodation and their location in the welfare centre area.
- (2) *Accounts Office (Green) Copy.* The green copies would be given to the local accounts office or the agency designated to deal with the financial aspects of the lodging program.
- (3) *Billetors (Yellow) Copy.* The yellow copies would be given to the billetors as an official record of the assignment of evacuees to their homes.

## Information Blocks

The following explanation is given for the information blocks that appear on the respective copies of the assignment card.

## Welfare Centre (White) Copy

## LEFT SIDE — EVACUEE SECTION

INFORMATION BLOCK	EXPLANATION
Last (Family) Name (Evacuee)	Last name first; followed by the commonly used first and other Christian names.

### LEFT SIDE — EVACUEE SECTION

INFORMATION BLOCK	EXPLANATION
Home (Street) Address	The home address in full.
Municipality, Province	
Family Members	
Christian Name	The commonly used first name of the evacuee completing the card, to be repeated on the first line. On the following lines, the commonly used first name of each family member accompanying him.
Sex	Sex to be shown M or F.
Age	Age of each person listed, to be given.
Adults	
Adol'nts.	
Children	
Infants	A recapitulation of the number of persons, male or female, in each group. Adults—18 years and over; Adolescents—13 to 17 years; Children—3 to 12 years; Infants—2 years and under.
Language Spoken	Information relating to those assignment factors which the community has decided to use.
Occupation	
Origin	
Religion	
Remarks	To include other factors which would have a bearing on the selection of emergency accommodation (e.g. late stages of pregnancy).

### RIGHT SIDE — BILLETOR SECTION

INFORMATION BLOCK	EXPLANATION
Last (Family) Name (Billetor)	Details of the billetor who has been selected from the facility card index or the name and address of the congregate facility to which the evacuees are being assigned.
Christian Names	
Home (Street) Address	
Municipality	
Telephone	
Arrival (Evacuee) Day, Month, Year	The date of the assignment to emergency accommodation.
Number Billed	The number of evacuees described on the card.
Signature Lodging Authority	To be signed by an authorized person in the EL Service.
Departure (Evacuee) Day, Month, Year	The date of the departure of the evacuees from the emergency accommodation.

**RIGHT SIDE — BILLETOR SECTION**

<b>INFORMATION BLOCK</b>	<b>EXPLANATION</b>
Certified	To be signed by an authorized person in the EL Service, certifying the departure of the evacuees.
Welfare Centre Municipality, Province	The number of the welfare centre and the municipality and province in which it is located.

***Accounts Office (Green) Copy***

The left side of this copy is the same as the original except the information blocks "Language Spoken", "Occupation", "Origin", "Religion" and "Remarks" are blocked out.

The right side has the following blocks that do not appear on the original.

<b>INFORMATION BLOCK</b>	<b>EXPLANATION</b>
Rate Day, Week, Month	The rate of compensation to the householder would be shown here.
Total Payment	The total payment made or due to the householder upon departure of the evacuee.

***Billetor's (Yellow) Copy***

Except for two additional blocks, shown below, the billetor's copy is the same as the accounts office copy.

<b>INFORMATION BLOCK</b>	<b>EXPLANATION</b>
Signature Evacuee	To be signed by the householder and the evacuee when the lodging arrangement is terminated for a dwelling.
Signature Billetor	

## Appendix F

### PROPOSED EMERGENCY LODGING COURSE TIME TABLE LOCAL WORKERS' COURSE

SESSION	TIME	SUBJECT AND CONTENT
1	1 hour	The Municipal Emergency Measures Organization —an explanation of the number of evacuees being planned for, the Services involved and their responsibilities
2	1 hour	The EWS Organization —an explanation of the other four EW Services and their responsibilities
3	1 hour	Fallout and Fallout Protection —what fallout is —how to protect against it —details of municipal shelter program
4	1 hour	The EL Service —functions —the organization —resources and their use
5	1 hour	Welfare Centre Areas and Welfare Centres —the need for them —the boundaries and buildings designated —the staff appointed
6	1 hour	Lodging Facility Cards—Dwellings —an explanation of them —how to code and amend them —how to use them —assignment factors
7	1 hour	Sorting Exercise —practice in using the sorting needle
8	1 hour	Commercial and Congregate Facilities —what they are —what information is recorded about them —the use to which they would be put —how they would be staffed and equipped
9	1 hour	The Assignment Card and Assignment Procedure —explanation of the card —procedure for completing it —use of assignment factors —flow of evacuees and assignment cards within EL —keeping records

SESSION	TIME	SUBJECT AND CONTENT
10	1 hour	Assignment Exercise —practice in selecting accommodation using sample assignment cards and completed dwelling facility cards
11	1 hour	The EL Plan for the Community —alerting and mobilizing —action to be taken upon mobilizing —lines of succession —operating procedures

The presentation of the course should allow for maximum participation on the part of the candidates, in discussions and exercises. The specifics of the "why", "when" and "how" of the EL organization in the community should be covered.

## Appendix G MESSAGE LOG

## Appendix H

### SERVICES REQUIRED BY AND FROM THE EMERGENCY LODGING SERVICE

The EL Service would require assistance from other EWS and MES in order to fulfil its functions. Other Services would require the assistance of EL. The Services involved and the nature of the assistance are described below.

EWS	ASSISTANCE REQUIRED BY EL	ASSISTANCE GIVEN BY EL
Personal Services	<ol style="list-style-type: none"><li>1. Reception to direct evacuees to EL Service.</li><li>2. Reception to do initial "segregation" of evacuees who cannot be lodged, via regular procedures.</li><li>3. Counselling for persons presenting severe lodging problems.</li></ol>	<ol style="list-style-type: none"><li>1. In selecting the predetermined reception community location for welfare institutions.</li><li>2. In selecting the space to be used for unattached children and dependent adults.</li></ol>
Emergency Feeding	<ol style="list-style-type: none"><li>1. Feeding for evacuees in congregate facilities.</li></ol>	<ol style="list-style-type: none"><li>1. In selecting locations for feeding stations.</li><li>2. In selecting additional space for the mass feeding of residents and evacuees should it become necessary.</li></ol>
Emergency Clothing	<ol style="list-style-type: none"><li>1. In selecting the location for the Clothing Depot.</li></ol>	
Registration and Inquiry	<ol style="list-style-type: none"><li>1. In selecting the location for the Local Registry.</li><li>2. In providing addresses of evacuees' emergency accommodation.</li><li>3. In providing accommodation for re-united families.</li></ol>	

MES	ASSISTANCE REQUIRED BY EL	ASSISTANCE GIVEN BY EL
Transportation	1. Movement of evacuees from welfare centres to emergency accommodation if beyond walking distance.	
Health	1. Advice on maintenance of sanitary standards in congregate facilities.	
Engineering	1. Repair lightly damaged houses, and convert other space in building (partitions) into habitable accommodation. 2. Improvise sanitary facilities in congregate facilities. 3. Repair disrupted utilities in congregate facilities.	
Fire	1. Assist in selection of congregate facilities. 2. Fire inspection and patrols in congregate facilities.	
Supply and/or War Supplies Agency	1. Continued supply of essential items for congregate facilities. 2. Household equipment to re-establish people in improvised accommodation.	
Communications	1. Communications between welfare centres and congregate facilities.	
Personnel (National Manpower Authority)	1. Extra workers as required for the EL Service.	1. Lodging for out-of-town civil defence workers.
Police	1. Maintenance of order in congregate facilities.	
Warden	1. Taking evacuees from welfare centres to their emergency accommodation.	

## Appendix I

### WORK SHEET—DWELLINGS

(1) Address .....

(2) Name .....

(3) Telephone No. ....

(4) Would householder be prepared to provide care for persons in the following groups in his home in an emergency?  
(To be asked when the dwelling seems suitable for these purposes.)

	YES	NO
(a) Aged and Infirm:	.....	.....
(b) Unattached Children:	.....	.....
(c) Handicapped:	.....	.....

(5) Number of occupants? .....

MALE	FEMALE
.....	.....
.....	.....
.....	.....

(6) Approximate ages? .....

.....	.....
.....	.....
.....	.....

(7) Type of cooking fuel used? .....

\* (8) Occupation of head of household? .....

\* (9) What languages are spoken? .....

\* (10) Apparent origin? .....

\* (11) What is the religion of the household? .....

\* (12) Are there any chronic health problems? .....

(13) Is the basement floor at least 4½ feet below ground level on all four sides? .....

(14) Has the householder made arrangements to take anyone in an emergency? If so, how many persons? .....

#### REMARKS:

\*Questions 8 to 12 relate to the assignment factors. With the assistance of provincial EWS personnel, each community should decide which factors will apply and the appropriate questions should be included on the work sheet.

## Appendix J

### WORK SHEET—CONGREGATE FACILITIES

(1) Name of building: .....

(2) Location: .....

(3) Measurements: .....

Lodging area in basement: .....

On ground floor: .....

On first floor: .....

(4) Stairways leading to basement: number: ..... width: .....  
Stairways leading to first floor: number: ..... width: .....

(5) Normal operating staff:  
Office staff: ..... Maintenance staff: .....

(6) Parking for how many cars? .....

or

Size of parking area? .....

(7) Water outlets:  
Basement:      hot .....      cold .....  
Ground floor:    hot .....      cold .....  
First floor:      hot .....      cold .....

(8) Sanitary facilities:      Toilets      Urinals      Sinks      Showers  
Basement: .....  
Ground: .....  
First: .....  
.....

(9) Heating:      Type      Fuel  
Central  
Space heater  
Stoves

(10) Feeding facilities:  
Number of refrigerators: .....  
Number of stoves: ..... Number of burners: .....  
Cooking fuel: .....  
Normal meal capacity: .....

USE BACK OF SHEET FOR FLOOR SKETCH

## Appendix K

## EMERGENCY LODGING RESOURCES BOARD — DWELLINGS

ASSIGNMENT RATIO: ..... PERSONS PER ROOM

## Appendix L

### CONGREGATE FACILITIES

EL should be prepared to use congregate facilities as short-term accommodation for people whom it is not feasible to lodge in dwellings,<sup>1</sup> (e.g. a large influx of evacuees requiring accommodation only overnight). Because it cannot be determined, for how many evacuees congregate facilities would be required, basic plans and procedures, adaptable by congregate facility managers to any type of building, should be developed.

#### Staffing the Building

The congregate facility manager may require an assistant manager to help with the administrative and supervisory tasks, as well as an experienced person to look after the maintenance of the building. The evacuees should be organized to look after the housekeeping of the building.

#### Supplies and Equipment

Likely, the ability of a reception community to supply and equip a number of congregate facilities would depend on the capacity for improvisation of the workers and evacuees.

The following basic supplies and equipment would be required:

cots, mattresses or pallets	disinfectant
blankets or other covering	first aid supplies
towels	containers for
brooms and mops	water and refuse
sweepers compound	drinking cups
soap and detergent	toilet paper

#### Health Standards<sup>2</sup>

The following are considered to be the minimum standards of hygiene:

##### *Sanitation for 100 Persons*

- 5 toilets
- 6 wash basins (with running water if possible)
- 10 gallons of water per day per person

<sup>1</sup>Unattached children, dependent adults and institutional groups are the responsibility of Personal Services.

<sup>2</sup>Prepared by the Emergency Health Services Division, Department of National Health and Welfare.

### *Space and Sleeping Arrangements*

- 40 square feet of sleeping space if ceiling is at least 8 feet, per adult.
- 30 square feet of sleeping space if ceiling is at least 8 feet, per child.
- 6 feet should be allowed between heads of beds (from centre to centre) otherwise they should be arranged head to foot.
- 150 square feet of lounging area per 20 persons ( a bonus when available).
- 1 drying room per 30-40 persons or facilities for drying wet clothes, diapers, etc.

### *Ventilation*

Windows open at the top to avoid draughts

Temperature between 60-70°

Relative humidity 30-70 per cent

2 air changes in the rooms per hour

### *Dust Control*

Softwood floors oiled; hardwood not.

Floors scrubbed every 2 months before oiling.

No dry sweeping. Daily sweeping with damp compounds if floors are not oiled.

Concrete floors scrubbed daily with warm soapy water.

Bed forms damp dusted every day and washed with warm soapy water frequently.

Blankets washed 6 times yearly and shaken and aired outside once weekly.

Sheets and linen (when available) changed at least once weekly.

Sinks, wash basins and toilets cleaned daily with lye or other disinfectant.

### *Waste (Garbage) Disposal*

If food is eaten in the area where persons are sleeping, waste should be disposed of in bags or covered bins. Such garbage should be removed daily.

An outside incinerator, if one is used due to routine garbage disposal being suspended in the area, should be cited in the lee of the building and at least 50 feet from it.

If waste cannot be removed from the site, a combination of incineration and pit burial is the best method of disposal.

## **Laying Out the Building**

The congregate facility may be suitable for use as it is or temporary alterations and improvisations such as screening or partitioning of certain areas, may be necessary.

Space should be allocated for the following:

- (1) *Administration.* Space with a telephone would be required by the manager.
- (2) *Sleeping.* This should be planned to double as an eating and a lounge area if necessary.
- (3) *Toilets and Washing.* If additional indoor toilet and washing (including clothes) facilities are being planned, some screening of the area would be necessary.
- (4) *Food Preparation.* Even if food is not to be prepared in the building, provision should be made for heating water and infant formula.
- (5) *Sick Bay.* Subject to local EHS planning for the medical care of evacuees, an area in which cases of infectious illness could be isolated might be required.



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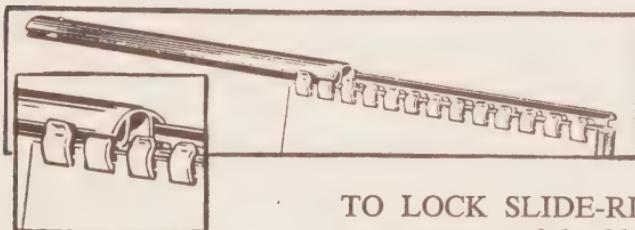
## PLASTIC SLIDE-RING

### DIRECTIONS FOR SHEET CHANGES

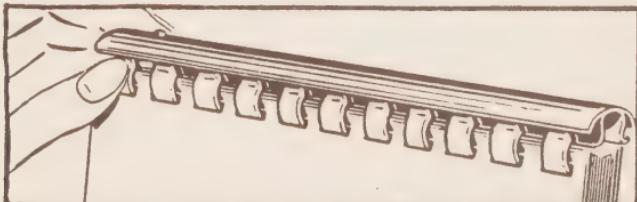
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TO OPEN SLIDE-RING—Snap first ring (at backbone lock) out of groove, then slide backbone off.



TO LOCK SLIDE-RING—Engage groove of backbone (side opposite lock) with spine of ring section. Snap the other groove of backbone onto the 2nd ring of the ring section. Then—



—slide the backbone onto the ring section as far as it can go. Finally, snap the first ring into the backbone groove between the lock and the end.

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ROGER DUHAMEL, F.R.S.C.  
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